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ABSTRACT

The conferences were part of a series on the development of the field of postsecondary education in Britain. Proceedings of the first conference, on the college and its community relations, include: what do we mean by community? (M. Stacey); analyzing the environment (C.M. Turner); education and society (D.F. Swift); the Bradford idea (J. Sudell); a project to explore the relationship between the colleges and their public (J. Latcham); a project to explore likely trends and suggest how they can fit into college development plans (C.M. Turner); and open discussion. Proceedings of the second conference, on the college and the local education authority, include: the local education authority and the college (P.D. Heath); corporate management (P. Waddington); the future and postsecondary education institutions (T.R.P. Brighouse); the Devon local education authority and its colleges; a project to recommend development planning steps to the local education authorities (D.C. Spencer); and a discussion session. (MSE)

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Coombe Lodge Report

Vol 8 No 8

Study Conference 75/26 and Study Conference 75/29

The Development of FE V

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FOREWORD

The two conferences reported here were the last in the series of conferences held in 1975 to take a particular aspect of college activity and consider its development over the next five or six years.

The work of the conference entitled "The College and its Public and Community Relationships" was directed towards identifying ways in which a college might establish itself within a community, the role which is appropriate for it to play and the manner in which its public relations can be fruitfully developed.

The second conference "The College and the LEA" gave educational administrators and senior college staff the opportunity to explore the relationships between the college and its local authority at a time when changes in local authority boundaries have given rise to changes in their managerial methods. Conference members considered the types of development planning appropriate at college level and the way in which elected members and college governors can participate in the planning process.

Professor M Stacey,
Department of
Sociology, University
of Warwick.

WHAT DO WE MEAN BY COMMUNITY?

"The short answer to the question posed in my title is 'everything and nothing'. I should like in this paper to try to disentangle the various sorts of 'everything' which community has come to mean and to extract some of the nonsensical ways in which it has become meaningless. It is a term which is coming more and more into use. Let us try to investigate the depth of meaning it possesses, as well as the muddles into which it has led us.

development of the concept

Nisbet, in 'The Sociological Tradition', speaks of community as,

"the most fundamental and far-reaching of sociology's unit ideas".

He reminds us that,

"the ties of community come to form the image of the good society".

This is something to which we need to alert ourselves at the very outset. Nisbet reminds us that it was during the nineteenth century that community was rediscovered and, some of us think, romanticised in the course of its rediscovery. In so far as this conference is concerned with community schools and colleges, its main focus is the notion of the local community. But before we consider this, I think it is important to pay some attention to what Nisbet reminds us - that community is something which goes far beyond the mere notion of the local community. We should remember that when we conjure with the word in relation to locality, we are drawing on an entire set of concepts which are concerned with the nature of the good life, not connected with particular places or particular societies. The word community, as Nisbet says,

"encompasses all forms of relationship which are characterised by a high degree of personal intimacy, emotional depth, moral commitment, social cohesion, and continuity in time. Community is founded on man conceived in his wholeness rather than in one or another of the roles, taken separately, that he may hold in a social order".

To grossly oversimplify, the social order may be thought of in two ways: in terms of the separate roles which people play in it and in terms of the whole society, rather than the individuals within it. When we are thinking of the community there is always a fusion of feeling and thought, of tradition and commitment, of membership and volition. Thus it is an emotive concept, and herein lies its strengths and its dangers.

Perhaps we might for a moment consider what is the antithesis of community. In the nineteenth century it was envisaged as characterised by the rapidly industrialising and urbanising society, relations founded upon competition, conflict, utility and contract, that is, relations which were impersonal and

anonymous. The writings of the nineteenth century protagonists of community demonstrate that all the warmth is with community and all the coldness is with utility, and individualism. However, in the writings of the individualists - the Utilitarians and the Philosophic Radicals such as Jeremy Bentham, the 'community' is associated with frustration, constraint, inability to develop the individual personality, inability to communicate. It both constrains the individual and restricts the development of new ideas. Nisbet is right, I think, to describe the rebirth of community in the nineteenth century as a reaction to individualism and the rationality of the Enlightenment of the seventeenth and eighteenth centuries which was opposed to all forms of traditional and community association.

The nineteenth century reaction was in fact of two types. First, there was a Conservative reaction, which was probably the stronger, from which we derive notions of the community as a warm, good, Utopia based on fellowship and neighbourhood. But the Left also promoted the concept of the community as a warm, good thing. The notion of the primitive community appealed to many socialists, though not, of course, to Marx, for whom there was no unit worth consideration below the level of the nation state. Again, those who called themselves communists did not share in the renaissance of the idea of the community. In addition to the more abstract philosophies, many of the co-operative and mutual aid movements aimed to restore something of what had been lost of the village community and the Guild.

tension

Therefore, in the use of the word community, there is always a tension and this tension has existed since the nineteenth century. Often this tension exists within one individual's concerns with notions of the community. The conflict may be between the desire for an encompassing, embracing, long-lasting breadth of social relationships which means a return to an older way of life which has got lost in all the rapid changes of the nineteenth and twentieth centuries, and the desire to take the best of these old ideas and establish something new, divested, perhaps, of notions of property or religion. These tensions exist among those who are involved in work in the community or study it, whether they are on the Right or the Left.

All these notions of the nineteenth century, revived in the twentieth century, have permeated political, philosophical, historical and religious thought as well as sociological thought. Sociology's founding father, Comte, was concerned with the restoration of the community. For him it was,

"a matter of moral urgency"

for whom,

"individual rights, freedom, equality"

were

"metaphysical dogmas".

It has been suggested that his idea of the Positive Society was medieval society without Christianity.

On the empirical side, Frederic Leplay, who made the first systematic study of family and locality when he examined community in the European working classes, was convinced of the importance of the community and was certain that the family was the essence of the community. This is relevant to much

present day thinking. It is important to note that community-type relationships still exist within the family where they do not exist anywhere else in society. Maine's notions of status and contract are also crucial to this debate. His idea is that in the community people have a status, a position in society into which they were born. In modern, associational situations relationships are based upon contracts entered into by individuals. Another way to think of this is in terms of ascribed and achieved status. In the past, status was ascribed. People held their positions in society by right of birth. Even today, in marriage, status is not of the usual contractual type. The statuses of the wife and children are still ascribed. In feudal society everyone was born into a status and even had to dress accordingly. The Industrial Revolution made possible the achievement of status.

We have a contrast between community and society which Tönnies distinguishes by speaking of 'gemeinschaft' and 'gesellschaft'. Loosely translated, gemeinschaft is community and gesellschaft is society. Tönnies states that in gemeinschaft human beings

"remain essentially united in spite of all separating factors, whereas in gesellschaft they are essentially separated in spite of all uniting factors".

Essentially, Tönnies sees the family as the prototype of all units of gemeinschaft. He takes the view that women and children have by their very nature, more gemeinschaft elements than men. Personally, I believe that this is because women and children are the least free to break out of the gemeinschaft nature of their relationships. Men have achieved status in their work situations, but for women the work situation is tied to their ascribed status as dependents of their husbands or fathers, and this is even more the case for children.

Community, then, tends to be regarded as a 'good thing'. But for whom is it good? Marx asked this sort of question of the Indian village communities which he saw as the

"solid foundation of oriental despotism.....contaminated by caste and by slavery".

If there is a community type of relationship in which people are not equal, then, undoubtedly, certain people of low status who by definition, lack freedom to move, will be exploited or dominated. This will be so even if they are convinced that theirs is a right and good situation to be in. There are some Utopian communities in which all people are equal, but I doubt if there are any to be found empirically. Therefore, there are always some people who are more or less exploited in a community.

As I said earlier, throughout the idea of the community, and always in empirical examples, there is a tension between the warm feeling of belonging, knowing who you are, having people to care for and to care for you, and the feeling of frustration, being trapped, being in a situation in which those who control the community can do well but in which others may be less appropriately served. It is important that we understand the philosophical background of the concept of the community for many of these ideas are residual in all debate about the community even today.

community today

I think we have to ask why, in the late twentieth century, the notion of community is so popular. Much of the debate originated in Germany where

as well as notions of community being ideologically important the 'geminde' (community) is a local government unit. This has never been the case in the UK. Only in the second half of the twentieth century has the word even been mentioned in Government legislation. Over the last thirty years since I have been studying community in the UK I have seen traditional ideas about community, derived from both Right and Left, being refreshed by ideas imported from Germany, and France and also from the USA, where the word 'community' has for long been associated with local government as in 'community chest'.

What do we mean when we use the term 'community' nowadays? We use it very loosely. We speak of the European Economic Community, Community Health Councils, Community Physicians, Community Youth Work, Community Schools and Community Colleges. Current research associated with voluntary work which I have recently read concerned with community action includes the Claimants Union, pressure groups in local politics, power and powerlessness, civil liberties, rent conflicts in a new town, community services, counselling services for the recently bereaved and voluntary social work - a great variety of topics.

I have made a study of Banbury twice, in the late 1940's, and in the mid '60's. My publishers referred to it as a community study, which it most certainly is not. I use the term locality, for even in 1950 Banbury could in no way be described as a community and it was even less so in 1966.

Some time ago, in an article, "The Myth of Community Studies" I concluded that as far as people who studied it were concerned, there were those who used the term community for social relationships within a defined geographical area and those who stressed the sense of 'belongingness' to a group which community is said to entail.

Archetypically, community is thought of as social relationships within a defined geographical area in which everyone has a sense of belonging. Nevertheless, definitionally it is possible to distinguish those who use 'community' in a geographic sense and those who use it in some feeling sense. MacIver in the 1930s defined community as a territory in which the whole of one's life may be passed. But in the West communications and world trade have grown to such an extent that it is no longer possible to think in terms of a totally self-sufficient local community. There are many variations in the interpretation of the term. Some people say that it can only be applied to a relatively small area; others say that it is coterminus with the nation state; still others, like Martindale, use it to refer to the entire network of social relationships which we normally call society. The question of how to bound community, geographically or in some other way, is a problem. So let us consider the arguments that stress the sense of belonging. Here again, the word is used to cover a vast scale. Stein can speak of the community of two - the psychiatrist and his patient. The concept of, say, the academic community is quite different from that of the bounded local community, because the scholars have an achieved-status and they are scattered world wide. They form a special interest group. What community workers do when they attempt to create a community spirit in a locality is to set up special interest groups (societies) which people join voluntarily, and this gives them an opportunity

to feel they belong. This is quite in contrast to the mediaeval community. In former times, the individual had his ascribed place within a series of groups which formed concentric circles - the family, the village, the State, the Church. Today, in society based upon contract, the individual has an ascribed place in his family, but achieves a particular status in school, slightly different from that of his brother or sister, then achieves a status at work, in the Church perhaps, or in a political party which he choses to belong to. The individuality which many of us cherish today derives from the fact that each of us has a place in a series of overlapping circles which represent the groups to which we belong, each individual has a different array of circles he belongs to and so the pattern is not quite the same for any two people. The community workers thus are paradoxically trying to create communities by increasing and/or strengthening voluntary societies.

The term community can be misused. Tönnies said that in society, as opposed to community, men are essentially separated in spite of all the uniting factors. But today we use 'community' very often for an alliance of separate parts. Thus we have the European Economic Community, which I do not believe is a community at all in the traditional sense. In this case we are using an emotive word for what is really only a customs union. We do not, in Europe, have common statuses. There is not equality and there is no notion of unity or being encompassed. Again, we have the Community Health Councils, and this is an example of when the word community may be used in a particularly dangerous way - to refer to everything which exists outside the immediate concern of dominant persons involved. In CHCs it is associated with removing patients from health service management. Another example is the campaign to return long-stay patients in hospitals 'to the community'. At its best this represents a carefully thought out co-operation but all too often it simply means 'get them out of the hospitals'. There is no indication as to whether the community means the family, the local Social Services or any other alternative, or which people have responsibilities. There is, however, a positive side to the Community Health Councils, in their role as watchdogs for the localities ('communities') with regard to the health services there. However, without a budget and without any executive power the CHCs cannot be very strong. This inclines one to the view that the use of 'community' in CHCs is to keep patients out not bring them in to the running of the health service.

So what is the basis of the current interest in the community? I think that we are searching, much as we did in the nineteenth century, for some ways of solving what we feel to be the problems of modern society. Sometimes it is just a way of passing the buck, but I believe that there are also more positive reasons. The aspect of community which I quoted at the beginning of this paper,

"Man conceived in his wholeness rather than in one or another of the roles, taken separately, that he may hold in a social order",

is what I think we are appealing to when we think of community. We also use it as a way of making new but old-style developments. In societies which proceed by modification rather than by revolution, in order to do things new we tend to turn to our treasure store of ideas, and in putting the old idea into practice in a new context, we alter it.

In conclusion, I think we have always to ask ourselves whether or not the goal we seek is for the good and for whose good. We have to remember that if we are to try to establish satisfactory social relationships we need a balance between a sense of belonging and a sense of freedom and independence. It is to the great credit of some groups of young people nowadays that they seek to develop groups where both these things are possible, where people can feel they belong and are still free to do their own thing? This requires particular skill and toleration of varieties of behaviour. We have to remember also that some would rather be lonely than suffer the constraints of 'belongingness'."

Discussion Arising

A member drew attention to a recent article by Professor Robin Pedley in the educational press in which he argued that the removal of students from their home environment in order to study was a contributory factor in the current disenchantment of students with higher and further education. Professor Stacey commented that one's view of this would correspond with one's educational goal. If the goal was to take people beyond the frontiers of their own society so that they would be able to communicate with people from other societies - to create a community of scholars - then the students must volunteer to undergo an educational process which involved disassociation with their past surroundings. If, on the other hand, the goal was to perpetuate local ties, to attach weight to the culture of that society and its values, to give cohesiveness to all kinds of people who exist within that culture, then it would be necessary to educate students within the society in which they were brought up. Professor Stacey added that she favoured the first approach, but the second was important to many people.

The structure of society was then questioned in a comment made by a participant concerned about activities which, he felt, went under the misnomer of community education. In its concentration upon education for the disadvantaged, community education was in fact helping individuals to move out of their community. Would it not be preferable, he asked, to concentrate on establishing people in warm relationships in which they feel good, whether or not this involved educating them? Such a process, he added, might not in fact be a role for the college at all. Professor Stacey acknowledged that helping people we perceive as the disadvantaged could be construed as patronising. She pointed out that some social workers had attempted a collective approach to community development, but tended to be criticised for failing to do individual case work. Another member felt strongly that it was impossible to educate communities, only individuals, and it was a waste of effort to try to do so. Professor Stacey replied that while society was in a sense no more than all the individuals who made it up, those individuals were emmeshed in a set of social relationships which constrained them. If the thought processes of a number of individuals could be changed, it was feasible that the society could thereby be altered, but it would be a losing battle unless something could be done about changing the dominant sources of ideas and the structure with which they were associated.

C M Turner,
Staff Tutor,
Coombe Lodge

ANALYSING THE ENVIRONMENT

"I want to spend some time trying to sharpen up our understanding of what happens in the interaction between an organisation and its environment. The major management problems of organisations probably are more concerned with such relationships than with what happens inside the organisation.

membership and boundary

Two basic concepts of all organisations are of membership and boundary. We are all very much aware of points at which we pass out of one territory into another, from areas of unfamiliarity to familiarity, from other people's places to our own places. It is the organisational boundary, both physical and psychological, which serves the function of clearly specifying when we are in the organisation and when we are outside it. Similarly we are all aware of the feeling of belonging, of being in a known and special relationship to an organisation which specifies us as being members. As such, of course, we are also in a position to define those who are not members, but are guests, strangers or intruders. Our experience suggests we find great comfort and security in working within organisations where the boundaries and membership are clear and unambiguous. If our membership or that of those we associate with is not clear, and if there is some ambivalence as to where the precise boundaries be that separate the outside world from the organisation, then it is likely we will feel various sorts of distress or disturbance, because in many situations we will not be sure whether the organisational rules of the game apply or not. It is important to most of us that we know the rules of the game because this makes the organisation safe and predictable, and we know within limits how to arrange our behaviour in any kind of situation we are likely to encounter.

organisational devices

We reinforce this familiarity, spell out the rules of the game, by various organisational devices. One of these is the process of socialisation whereby new members of the college are made familiar through all manner of conscious and unconscious media of the norms of the college, of the ways of doing things, of how to behave in the organisational social life of the college, of the things that are frowned on and those approved of. It is a matter of learning the distinctive characteristics that make the college special and different from all other colleges. Another device is that of the system of rules and procedures that are laid down which impose a rhythm on daily life in the college, and make it possible to know fairly accurately how the college is going about its business at any particular time. Thirdly it is made special to any member by making it clear who is in charge of what, where his particular place is, where he fits in to the

hierarchy or organisational scheme. So one way or another, most people are worked pretty thoroughly into their organisation, and it makes it unique to them. Some people become almost complete organisation men, finding satisfaction for nearly all their needs within its life, and finding it quite difficult, at least in their working life, to look beyond the walls.

the outside world

But no organisation can exist simply by living its own life within its own boundaries, and certainly colleges which are public service institutions have a contract to interact with the outside world to provide such service. This however creates a particular tension for organisations, for on the one hand people feel safe and enjoy the feeling of belongingness in their own territory inside the college separated from everything outside, on the other hand they exist to serve the people outside who potentially challenge that safety and who bring in strangeness and uncertainty.

selective membership

Colleges have tended to resolve this tension by two particular devices. Firstly they have chosen, wherever this is possible, who their clientele will be, and their choices have been related to their desire to interact with safe rather than threatening publics. It may be argued that the college responds to provide a service for all those who legitimately require it, but such a view vastly underestimates the college's power in choosing its own public, a point borne out by the research of Beryl Tipton. And how else do we explain the relative neglect of such areas of potential service as the physically handicapped student.

The college is picking out bits from the environment as those most appropriate to it, and its criteria for appropriateness is likely to be that it is safe, it poses no particular threats, it is not likely to change the daily routine, it is going to make no unusual demands or throw everyone into confusion.

gatekeeping

Secondly, we can bring in the selected students on our own terms. We can use a system of gatekeeping which gives very clear definition of the behaviour that will be allowed within the college, and this affects everyone from the visiting Industrial Training Officer to the prospective student. Our rules concerning front offices, reception and janitor-control, passes, student identity cards, and many more subtle controls over activities within the institution are a very potent form of control, which has the effect of reducing strange behaviour and reinforcing desired behaviour. When we talk of the psychological barriers that prevent the public coming into colleges in the way we sometimes say we would like, we may well be talking really about the effects of our gatekeeping system.

So the significant questions I would ask of any college are:

How strong are its boundaries
How open and non-selective is its membership
How rigorous is its gatekeeping

the community college

The case study of Nelson and Colne College, which we have before us,* illustrates a number of these points. When a college takes a role as a community college, it sets about partially destroying or fuzzing its boundaries,

makes its gatekeeping much less rigorous, and begins to move from the simple concept of member (staff and students) and non-member (everyone outside the college) to a complex situation in which very many people are in various categories of different relationship to the college - from the very occasional and casual to the regular and course-bound. Along with a re-definition of boundary and membership go certain organisational corollaries. There is generally a breaking down of internal boundaries within the college, particularly between departments or sections. Since many junior college staff work outside the college walls in the field and away from safely predictable life, they need to have the power to make instant decisions without constant reference back. Operating within a turbulent field, such decisions will frequently be rapid adaptive solutions to novel events. Such staff therefore need to be given more autonomy and greater trust than is perhaps traditional in the FE college. This puts the college at greater risk. Managers may feel they are sitting on a volcano, not knowing what is being done in the name of the college, but this is the particular cost one pays for going into the community college business. The loss of clear membership and boundary will, as suggested earlier, create some personal insecurities, which will add to the managers problems. However the case is stronger rather than weaker for very efficient and clear administrative systems in all routine matters. No community college will survive long without this."

This lecture adopted a heliocentric view of the college, in which the ways it handles and manipulates its environment were the subjects of the discussion. The second part of the lecture was not given for lack of time, but would have looked at the ways rival organisations (schools, the LEA, other colleges, etc.) have power to affect the college. That part of the argument is developed in the following published paper:

*C M Turner "The College of FE as a Predictable Organisation: A Power-Dependency Analysis" Educational Studies, Vol I No 3, 1975.

Discussion Arising

In subsequent questioning and discussion by members, the complexity caused by overlapping sub-groups each with their own boundaries, membership, etc. was raised, and particularly the apparent psychological imperative of possessing ones own territory. This was particularly evident in some students unions where it was difficult for any non-student to cross the boundary and affect what was going on inside.

It was claimed that not everyone in a college was equally concerned to keep things the way they were, and some might well choose publics because they were threatening to the status quo. Mr Turner accepted that this was so but argued that anyone really unhappy at the way the college organised its life and set its standards and norms, would have psychologically withdrawn his membership and would probably physically do so as soon as possible. One member strongly made the point that if the college is going to open out and

fuzz its boundaries, then it must be done openly with full discussion of what the implications were particularly for certain kinds of individual stress. Mr Turner agreed, and suggested any such college should look carefully at what kind of new supportive systems for individuals it ought to build in.

Professor D F Swift,
Faculty of Educational
Studies, The Open
University.

EDUCATION AND SOCIETY

"It is with enormous trepidation that I approach the task of talking to 35 people who work in the field about which I shall speak. Only the most arrogant of academics would feel able to tell such people about what they are doing. If that was really what I was expected to do in this session I would not have felt able to accept the invitation. But, as I appreciate it, my brief is to invite conference members to join me in the kinds of wallowings in which we academic educators engage when thinking about education and society. I think that the time is ripe for such wallowings, for these are perilous times for the educator. They are perilous because Illich has rumbled us. He has spotted that what originated as some attractive ideas about what should happen to privileged young men in the groves of Academe has actually become a huge self-generating, self-justifying, self-devouring (or probably other-devouring) industry which has the power to manipulate ideas, the power to so control its environment as to keep itself going. It has attained a position of near immunity for its essentially Parkinsonian activities in which it transfers resources from where they will be productive into job provision on a production curve which is diminishing, if not well beyond the negative, in returns.

For many years this has not mattered, - education has been growing at a steady ½% extra of the gross national product every five years. Hitherto, Illich would not have troubled us, since we in education have an emasculating process by which such men are labelled, incorporated into the curriculum for teachers, and treated as unworldly idealists or extremists of one kind or another. But to discover someone who appears to recommend the reduction of education expenditure appears to be felicitous in the present economic crisis. It is an appropriate time for we men and women in FE to sharpen our knives, for we may have something to gain. If man's best friend is his dogma, now could be an appropriate time for brushing up our dogmas! It seems to me that the immediate future in education will be a fight over the carcass of educational estimates between secondary education and the collection of activities which we often describe as FE. In this fight, our dogmas will be useful.

The dogma which I offer is concerned with such concepts as adult education, recurrent education, 'education permanent' and continuing education. In this context I must of course talk about the Open University, but in doing so I aim to be talking about all education/schooling. This may seem strange, but as a sociologist I can see no important difference between any of the activities which fall under the heading of education or schooling. Whatever I say about the Open University or universities in general I am quite prepared

to say about nursery schools or any other form of educational provision. In fact it is one of the occasional pleasures of the academic educator to suddenly realise that one is not circumscribed by the conventional administrative descriptions of levels or types of schooling. It is not simply a pleasure though. I think it is necessary for people who are involved in the real world of education to stand back for a while and think about schooling without the administrative boundaries - that is, to move to another level of analysis. During my five or six years at the Open University I have become aware that there is another level of analysis of education which I did not know about previously when I taught in another place - a level which is crucially important, and of which the Open University, because of its oddness, has made me aware.

I want to offer these perspectives not because they lead to answers - for clearly they do not - but because they raise questions in areas where I personally did not see questions before. Therefore I want to talk about what, in sociological jargon, I shall call the 'taken for grantedness' of education life. I want to make use of a simple idea encapsulated in folk wisdom - the notion that despite what we say about what we are doing in life in general, there are probably some ideas that we never question. These ideas are concerned with how we relate to each other and what we think people are - they are fundamental elements of the social world. I want to caricature what I feel I have discovered in five years of Open University teaching - two ideas which fall under the headings 'The Ivory Tower' and 'Pedagogy is Selection'.

The Ivory Tower

At the Open University we are making a discovery of the real meaning of the ivory tower.

It had been thought that the world of learning was separate from the real world which surrounded it. Universities carried connotations of unworldly academics, of absent minded professors. Of course this image ceased to have any basis in truth some time after the second world war. What Robert Nisbet has called 'the degradation of the academic dogma' reached its apogee in the late '60s in the USA when if a professor did have to be reminded of the day of the week it was because he had just returned from consultancy work in some far off land on behalf of the Government. The applicability of the term 'ivory tower' in recent decades derives not from its appropriateness as a description of university activities but from its appropriateness as a description of the theory of human abilities which it imposes upon its late juvenile neophytes, and which in the process it unwittingly imposes upon itself. The ivory tower present in universities involves an academic ring of confidence - I hesitate to call it a halo - which it offers to entrants and denies non-entrants. The theory upon which this ring of confidence is offered is this: the pre-university system of schooling is a means of sorting and sifting academic talent so that the cohort entering universities will contain few sows' ears - at least in comparison with those who have been thankfully excluded. The ivory tower is the awful restriction upon our social role as teachers which follows from this pessimistic theory of ability. The effect on the mind of this ivory tower which marks off and labels rejects and non-rejects is felt at two levels: the effect on the individual and the effect

on the society which spends so much money in the service of inventing these descriptions. On the grounds of arithmetic alone, I shall concentrate on the society level, but before I do, let me add another metaphor, concerning the individual student, to the mixture. During his three or four years at university the institution transforms that ring of confidence into a ring through the nose, for he comes to believe the label of ability that institutional life has invented for him. At the social level, the ivory tower operates as the major barrier to the democratisation of access to knowledge in our society.

Pedagogy is Evaluation

Since I have been at the Open University I have come to realise that to teach anyone anything is to tell them something about themselves and to make a judgement of them - and this process is quite independent of the teacher's intention. Perhaps I might illustrate it with an example from my own experience. It is a caricature - and as important as all caricatures. When I taught in a conventional university I had a model of myself as an academic who 'did his subject' before his students, holding it up before them on the assumption that it was good for them to see an academic mind at work. The students accepted this with widely varying degrees of satisfaction. Then I found that I was beginning to make an unwarrantable assumption. I came to believe that the extent to which the student could accept the way I was raising my subject up in front of him was a function of something which I then began to call his ability in my subject. Then, because I believed it so strongly and acted upon it so firmly, I also convinced most of the students that this was so. But of course it is not so. What little research we have on creativity and intelligence finds little association between the label attached to a person in his early twenties and the quality of his work in later life - despite the fact that everything is organisationally arranged to keep the game going either for or against him, depending on the nature of his original label.

To move to another caricature - that of university teaching in general - the major unifying characteristic of the majority of our conventional higher education institutions is the similarity of their teaching methods. They all tend to rely on the osmosis theory of the transmission of knowledge, using the unaided lecture method. They all have the curious belief that students will learn to retrieve knowledge for themselves if immersed in the smoke-screen of long reading lists ably supported by a relationship between the number of copies of the needed book and the number of students who need it which achieved a level of improbability which is statistically significant.

Such standardisation of pedagogy is firmly supported by a process of social selection at pre-university level. This ensures that entering groups of students are relatively amenable to that social process which I caricatured above. That is important because the social process which I caricatured is essentially a set of social demands that we in higher education interpret as intellectual demands.

It might seem that I am critical of these arrangements. But there is one important sense in which that would not be true - social life at universities is not at all unpleasant and providing some source can be found to pay for it

I do not wish to rail against such privileges for late teenagers. My argument is that institutions, so organised, cannot cope with the demands for knowledge which I believe our society will generate in the future. Education in post-industrial society will demand the provision of access to valued knowledge for all people, at all stages of their lives - and on their terms. They will require access to knowledge without having to give up work, or being forced to attend, or to behave in institutionally approved ways. This, then, is the first proposition of my dogma.

This does not mean that I want to join Illich and recommend that we deschool society. I do not suggest that we abolish institutional education but, in what I take to be a coming battle by FE and the concept of continuing education against the institutionalised forces of conventional secondary education, I think the ideas which I am putting forward will be of value. In any case, I do not believe that school is dead. It is only dead in the sense that education, which I am beginning to define as access to knowledge for everyone, whenever they desire or need it, is becoming a legitimate and necessary goal, and that traditional schooling, which regards education as the preparation of a certain age group for work, must die if we are to educate. If we are to educate there is no doubt that institutional schooling cannot possibly meet that need. The obvious reason is that the elitist system of education which I caricatured, with one man transmitting knowledge to a small group of people, is impossibly labour intensive. If we are to have the access to knowledge which post industrial society needs, then, using this model, at least one third of the population would be needed to educate the other two thirds. A second reason is that schooling, of the kind we have discussed - the notion that in an institution the young learn from the old who are wise and experienced - is not likely to be acceptable to the great majority of youngsters. The American experience of high drop-out figures should have taught us that we cannot increase our educational provision by incarcerating ever-increasing numbers of juveniles within institutional settings. As with delinquency, so opposition to education can be shown to be produced by schooling. Even for adults, where behaviour problems are insignificant, the traditional grandparent/child concept of teaching which is promoted in educational institutions is unsuitable. It makes demands of a social nature which are unacceptable, eg that people will study under conventional teaching methods after work, that people should be given sabbaticals. The social requirements of this type of education - the demand by the teacher that the pupils should play some social games as well as acquire knowledge - are too great. A third reason why traditional schooling must give way to something new is that osmosis through incarceration is a most efficient way of wasting talent - it does produce some talent but does so by producing failures. These, then, are the reasons why I believe education cannot be expanded through the development of traditional institutions.

Let us then consider the practicalities of open learning in the future - this is where the dogma begins to bite! Here again I must mention the Open University. I think there are four ways in which the Open University is spearheading our move towards a civilised education for the future which I will define as a deschooled society although I do not quite mean this in the sense in which Illich uses it.

Firstly the Open University democratises access to education. It is not dependent upon the notion of sponsorship which is the basis of traditional university education in which we take suitable young entrants and put them through a process which makes them become like us. This sponsorship legitimates individual evaluation on social criteria - permits us to say that the extent to which a student does the sort of things which we think are valuable is an indication of his ability and enables us to confuse cognitive skill with social approval.

Sponsorship also permits us to maintain the game of sanctification of some knowledge. The differential distribution of knowledge, ie the variations in access to respected knowledge, is one element in the process by which access to intelligence is controlled by the social structure. The openness of the Open University is an affront to the closedness of our conventional system. Not only is it an ideological affront, but it will inevitably bring about changes. The latest analysis of our performance figures shows very little overall association between previous educational experience and achievement at degree level.

Secondly, the Open University demystifies secondary education examinations to the extent that people come to realise that it does not matter whether they have GCE 'O' and 'A' labels. This is a tiny nail in the coffin of the institutional vested interests which need GCEs.

Thirdly, it detraditionalises teaching method. The reason the ivory tower concept survives is because the educational system has produced a homogenous group of people who can cope with its social demands, that is, its teaching methods. At the Open University one becomes aware of the huge range of interests, skills and potentials of its students. The first year entrants to the Open University embrace a far wider range of people than the first year entrants to a conventional university. In order to cope with this wide range we have been forced to develop a broad range of pedagogy - although I would hesitate to suggest that the range is broad enough or, more importantly anything like as wide as it could be in the wider society. Many other open institutions offering a breadth of educational method need to be devised in society if it is to be led into a decent educational future.

Fourthly, the Open University demotes spontaneous curriculum design as a desirable restrictive practice by university teachers. Again, I can caricature my own experience by saying that I did it when I taught at a conventional university. I prepared each individual lecture thoroughly and spent part of my vacation thinking about the course, but then as the plan started to fall apart after the first few weeks I excused this by saying I got feedback from the students and built upon this. Of course, there is some sense in this, but I am trying to point to the possibilities of something beyond that. It can be perfectly viable - given that this is what the teacher is really doing - but I am not sure that it is what we really do in the majority of cases.

For all these reasons, I believe that those of us who teach in institutions of whatever kind have got to be looking out, on the basis of some of the ideas which I have raised, towards the proliferation of open learning arrangements,

not so much as a threat to cherished academic values but in order to share what is good about those academic values (though not the social ones with which they are so often confused) with the rest of society. In our immediate society today this is not some ideal luxury but a precondition of social survival in the twenty-first century."

Discussion Arising

A member thought that Professor Swift had over-emphasised the importance of success. Failure too, could be an educative experience and lead to increased motivation. Professor Swift agreed that at the level of the individual student it was sometimes possible for failure to stimulate him to do better, although in general it did more harm than good. But it was not good for society to have an educational system which produced more failures than successes. The strength of Illich's perspective was that he believes that what is good for the individual is not necessarily good for society as a whole.

How then, was it possible to build in the necessary measures to protect academic standards, say at a degree level, if the possibility of failure was removed? Professor Swift replied that the way the Open University resolved this issue was to have open entry but closed exit. The weakness of a small institution such as the Open University was that it had to play the degree-granting game. If it did not, it would not exist for there would be no demand for it. The failure of the post-experience courses offered by the Open University exemplified this. The Open University was in fact very open-faced in the way it played the degree-granting game, bringing in the rest of the university world to carry out the assessment. This was done for pragmatic reasons, and would probably die out eventually. However, even in a society where access to knowledge was genuinely open to all people on their terms, Professor Swift said that he would be able to maintain the case for exit criteria. He would want to be able to tell a student that he was performing at a certain level in a certain subject at a certain point in time. This was a necessary part of the teacher's responsibility. An open system would ensure that attached to this assessment was no serious penalty of a social nature or one which affected occupational opportunity.

Another conference member, who was himself an Open University student, asked whether the Open University could do more to help people at levels below those upon which it concentrated at present - the illiterate for example. Too much attention was being focussed upon people, often middle class, who would probably succeed in any case. Professor Swift replied that a committee had already been set up to consider the possibility of an open college, at least, but really openness in general. While it was true that the majority of Open University students were middle class (though often working class in origin), latest figures showed an increasing proportion of working class enrolments. The ideal solution would be for the Open University to be one of a number of different kinds of open learning arrangements.

This led a member to ask Professor Swift about the possibility of using packaged

learning at much lower levels, and to suggest that such an arrangement might be particularly worthwhile in a time of growing unemployment. Professor Swift replied that in his personal opinion it was a great shame that national resources were not made available to fund such a venture, perhaps in the form of an open secondary school. The materials it produced could be made available to existing institutions and this would lead to great savings in expenditure. There was the danger, however, that such a development would lead to more centralised control of curriculum content.

Finally, the debate turned to more philosophical issues of education and society. It seemed wrong to try to change people's culture by educating them, yet conventional pedagogy did just this because the band of culture which it transmitted was so narrow. On the other hand, there was the view that if people were simply educated in their own culture, they would not be led anywhere better. Teachers could be criticised for their paternalism, but the act of teaching was paternalistic by its very nature, for it involved intervening in peoples' lives. Finally, Professor Swift said that the democratisation of access to knowledge was not a goal which could be achieved by destroying the present system, but a direction in which we should be moving.

John Sudell,
Chief Public Relations Officer, City of Bradford Metropolitan Council

THE BRADFORD IDEA

"The practice of Public Relations as a profession is comparatively new. The professional body, the Institute of Public Relations was conceived by a small group of practitioners employed in Local Government in 1948. Perhaps because of its newness there are many misconceptions as to the role or purpose of the concept of Public Relations.

Some of the more popular misconceptions of the Public Relations Officer are that he is:-

(a) A whitewash man whose one aim in life is to paint over the cracks
(b) A smoke screen set up to prevent the exposure of information which might give rise to criticism or opposition
(c) The Fountain Head of all Knowledge who can answer any questions "off the cuff"
(d) A "Gimmick Man" who employs unusual, and sometimes doubtful, methods to enhance the reputation of his employers

Perhaps the most interesting and misguided comment was published in a 'Times' article which described Public Relations men as "a martyred crowd, with silicone lined stomachs, who would much rather be doing anything else if it weren't for the money."

It is not intended in this paper to comment on these misconceptions but rather to adopt the more positive approach of discussing what Public Relations is, tracing its growth as a Local Government service, discussing the need for such a service, and describing a case study of the service as provided by and for the City of Bradford Metropolitan Council - the Bradford Idea.

What is Public Relations?

(a) Public Relations - definitions

The Institute of Public Relations has recently published two new definitions: one of Public Relations and the other of Public Relations Practice.

Public Relations is defined as:-
"The state of mutual understanding between an organisation or individual and any groups of persons or organisations and the extent and quality of reputation which results."

Public Relations Practice is defined as:-

"The planned effort to establish and improve the degree of mutual understanding between an organisation or individuals, and any groups of persons or organisations, with the primary object of assisting that organisation or individual to deserve, acquire and retain a good reputation."

(b) Interpretation of Definitions

Perhaps the most important parts of these definitions are "mutual understanding", "extent and quality of reputation" and "The planned effort". Equally important is the implication underlying both definitions that Public Relations is concerned with the reactions of people as individuals, within groups and as groups, and the reactions of groups to each other. Public Relations does not concern itself solely with the dissemination of information but with the establishment of dialogue between individuals and groups leading to an exchange of information and opinions on which the reaction of groups and publics can be assessed.

In the present day every organisation has to consider the effects of its policies and decisions on many different publics. There is an important need for a positive approach to achieving the right status (or reputation) for the organisation in the light of Public Opinion. How this positive reaction can be achieved will be outlined in the case study on Bradford later in this paper.

As Public Relations is mutual understanding based on full information, then it automatically follows that the Authority or Organisation must be prepared to undergo the full impact of the public's gaze. It is highly dangerous to publicise only certain carefully selected parts of the Authority's activities. Once you request the attention of the Public and the Media then you imply that you are prepared to accept that they will look more deeply into all aspects of the Authority's work. This may sometimes prove uncomfortable but short term refusal to supply information has no long term future, and an 'open house' so far as information is concerned in the long term provides a considerable bonus in favourable comment. Any attempt to distort the truth, or whitewash, is not only contrary to the ethics of public relations practice, but is also the surest way of achieving a complete loss of credibility. At the heart of Public Relations lies a commitment to protect the integrity of the media of communication.

Very often there is the temptation to consider Public Relations in isolation from the mainstream of Management. When looked at objectively it can be seen that it is impossible to take such a viewpoint as every act or omission by the Authority, its members, or employees has a direct public relations effect. For example, the Bradford Metropolitan Council was not able to make the decision as to whether or not they would have public relations. Those relationships already existed. What the Authority did was to decide that it would set up a special unit to channel and formalise the many ad hoc public relations activities which existed and to take the necessary steps to achieve good Public Relations through all aspects of the Authority's operations.

Public Relations is a tool of management, an integral part of management, and

cannot operate in a vacuum.

The growth of the Local Authority Public Relations Service

(a) The Early Days 1946 - 1963

The first Local Authority Public Relations Officer was appointed in 1946 by the Lancashire County Council. Other Authorities followed but progress was slow, and by 1963 there were still only 60 or so Local Authorities with full time units.

(b) London Re-organisation 1964

The re-organisation of London Government in April 1964 gave considerable impetus to Local Authority Public Relations Services, and the present position in London is that all Local Authorities have full time Public Relations staffs.

Progress in the provinces remained slow. One reason was the size of the authorities where finances were limited and authorities were too small to support full time units. It was also felt that the compact nature of the authorities minimised the need for full time P R Staff. "Everybody knew everybody and the Town Hall was just around the corner."

(c) Re-organisation in the Provinces

The impending re-organisation of Local Government in England and Wales in 1974 and the influence of the Bains Report resulted in an added impetus during 1973 and 1974 with the realisation that the new Authorities would need to adopt an active rather than a passive P R role. By September 1974, 224 (roughly 49%) of the 456 Local Authorities in England and Wales (including London) had made provision for full time P R units.

Re-organisation of Scottish Local Authorities becomes operative in April 1975 and already there are signs of growth in the Public Relations Service in Scotland. It is not yet possible (at the time of preparing this paper) to quantify this growth.

The need for Local Authority Public Relations Services

Amongst the factors which have influenced Local Authorities in their realisation of the need to establish Public Relations Units are:

(a) Size of Authorities

Successive re-organisations have created authorities of a size in terms of area, population, payroll and budget such as have never previously existed outside the major cities. For example, Bradford consists of eleven former authorities, has an area of 92,500 acres, a population close of half a million, a payroll of 23,000 employees and a budget of £80 million. It is the largest single employer in the District. In an organisation of this size, the task of commun-

icating cannot be left to chance. It must be a sustained, co-ordinated exercise if the actions, policies and proposals of the Council are to be understood and supported by the public.

(b) Councillor/Constituent Relationships

Before re-organisation constituent authorities were in the main small authorities where the task of communicating was relatively easy. Members of Council were well known and the Town Hall was just around the corner. After re-organisation the centre of administration is no longer just around the corner and could well be some 10 to 15 miles away. The drastic reduction in the ratio of elected Members to electors has seriously curtailed the opportunities for Councillor/Constituent consultations.

(c) Growth in Services

The growth in the scope and complexity of services provided by local authorities, the creation of even more statutory bodies in Water Authorities and Health Authorities and the transfer of functions between authorities adds to the confusion of the Public in what, where and how services are available. There is a major task in educating them to take advantage of the services provided.

Coupled with this is the ever increasing cost of the provision of services and an understandable demand by the ratepayers for more and more in the way of explanation and information about the services and their costs.

(d) Promotion of the Area

All Local Authorities are interested in promoting the economic growth of their District, and the Public Relations Unit is, or should be actively engaged in sustained promotional work nationally and internationally in the fields of Industrial Development, Tourism, Attraction of Conferences, Trade Fairs, etc.

Status of Public Relations Officer

The Public Relations Officer should be placed sufficiently highly within the hierarchy to command respect and credibility from those outside the service when speaking officially on Local Authority matters and for his advice on all Public Relations matters to be sought and accepted with confidence by Members and Chief Officers within the Authority.

The Bradford Idea - A Case Study

(a) The basic problem

The Public Relations Office in Bradford became operational on 8th January 1974 and was faced with what appeared to be an impossible task to be completed by 31st March 1974. This task automatically divided itself into two distinct operations.

(i) Education for re-organisation

With re-organisation less than three months away top priority had to be given to providing machinery for informing half a million people of the services to be provided by the Council after 31st March and how to take advantage of those services.

(ii) Post re-organisation P R Service

Concurrently with work of education for re-organisation it was necessary for preliminary work to be carried out on organising an efficient and comprehensive Public Relations Service for the Council to become operational on 1st April. This included the preparation of the first edition of an 8 page tabloid newspaper which was published on 1st April and setting up machinery for the production of a staff magazine, Street Map, Official Guide, a Tourist brochure and Industrial Development Publicity Material.

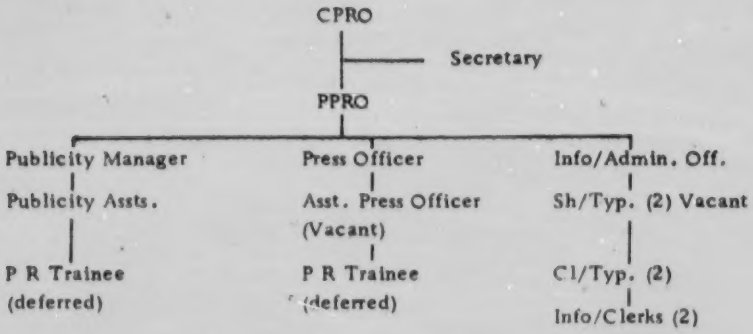
(b) Aims and Objectives

The Aims of the Public Relations Office were extended during the first 6 months or so of operational experience and the scope of the operation is now much greater than will be found in most other Local Authority Public Relations Offices. The following list gives some idea of the current aims of the Office although it should be borne in mind that these aims can and will be revised to meet new needs and circumstances.

(i) to provide a comprehensive Public Relations service to the Council, Directors and Chief Officers
(ii) to keep the public informed of the services available to them and of the plans and decisions of the Council
(iii) to promote the policies of the Council is a National and International context
(iv) to promote the District nationally and internationally as a centre for Industrial Development, Conferences and Tourism
(v) to create and maintain channels of communication between the Council and its various publics
(vi) to develop and maintain friendly relationships with all news media
(vii) to provide media monitoring services
(viii) to provide an intelligence service for Members, Directors and Chief Officers
(ix) to promote a sense of Civic Pride amongst the citizens

(c) Organisation and Establishment

To meet the manpower requirements to meet these objectives the Council approved the following establishment:-



(d) Problems

(i) Staffing

Restrictions placed on Local Authorities by the Staff Commission made it virtually impossible to attract the right calibre of Senior Staff. As a result of this only three professional staff were in post up to the end of May 1974 when the Principal P R O was appointed. Two further professional appointments were made on 2nd September and one more on 2nd December. The difficulty in appointing staff was aggravated by the slow growth of the P R Service over the years which resulted in a scarcity of qualified staff within the services.

(ii) Relationships with Members

The main problem with members was overcoming the feeling held by some of them that the P R Office was superfluous; that they themselves had provided the constituents with information over the years and could continue to do so. This is of course true in part. It is a members' job to inform his constituents but in the current context of Local Government he needs help. He gets it - from the P R Office.

(iii) Relationships with Officers

Chief Officers are human beings and many have an underlying (possibly sub-conscious) distrust of Public Relations and P R Men. Work was slow in coming from the various divisions of the Councils service. This problem has now been overcome, possibly as the result of a number of successful promotions and an ever increasing flow of work is available.

(iv) Political

The Public Relations Officer is in a particularly vulnerable position in the performance of his duties in that he could easily be accused of being the political mouthpiece of the party in power. This aspect could well form the subject of a separate paper, and exercises the minds (and the skills) of many experienced P R O's.

(e) Finance

Excluding the cost of staff, accommodation and equipment, much of the work of the Public Relations Office is either self-financing or of no cost. The operational budget for the first year was trimmed (or more accurately slashed!) to £30,000. In the event the cuts did not make any appreciable difference to the programme as a considerable amount of income was gained from advertising revenue and sales.

A second and much more acceptable source of income is the budgets of other Divisions who commission work from the Public Relations Office eg £3,000 from Arts and Museums for the launch of and on-going publicity for a new Industrial Museum and £15,000 from the Recreation Division for Theatre Promotional Work.

Many people are of the opinion that a Local Authority's P R Budget is non productive other than in terms of informing and communicating with the Public. In Bradford there were provable returns in the first 10 months of the 1974/75 financial year of £53,000 against a budget of £84,000. And this does not take into account savings in staff time, or the free air time achieved on radio and television.

The Budget for 1975/6 is understandably held at the same level but it is confidently expected to maintain the same impetus and perhaps achieve some expansion in the service.

(f) Progress in the First Year

The work of the office during the first year of operation conveniently divided itself into three fairly distinct phases. Pre-reorganisation publicity, preparation for the changeover and post re-organisation P R services for the new Authority.

(i) Pre-reorganisation Work

With re-organisation less than three months away top priority had to be given to providing machinery for informing half a million people of the services to be provided by the Council after 31st March and how to take advantage of these services. This was achieved in the following ways:

(a) "Services available to the Public" booklet

An early decision was taken to prepare a pocket size booklet giving full details of services available, details of area office and sub-office organisation and as much information as possible to assist the public to achieve a smooth acceptance of the new organisation. This Booklet was researched and written in eight days and was delivered to every household in the new District by mid March. To achieve the best possible distribution arrangements were made for nominal Department of the Environment sponsorship, thus making distribution through the Post Office possible. Arrangements have also been made for newcomers to the District to receive a copy.

(b) Exhibitions

Two series of exhibitions were organised. The first went on tour late in January and was a small exhibition giving bare details of authorities to be merged.

The second, on a much larger scale, went on tour late in February and gave considerable detailed information on the re-organised authority and contained Panels giving information on County services, the Area Health Authority and the Water Board.

(c) Public Meetings

Public Meetings were organised in all the outlying areas and were attended by Ward and County Members and the Chief Executives, Directors and Chief Officers. Eight of these meetings were held. The meetings were designed to give as much information as possible to the Public, to introduce to them their elected representatives and Key Officers, and to give the Public a chance to ask questions and make comment.

Many other talks were given by Directors and Chief Officers and the programme is continuing although now with less impetus than in the pre-April days.

(d) Press and radio

Many press articles were published dealing with re-organisation and several radio spots were organised dealing with various aspects of the changeover.

(e) Arrangements were made for circulation of the first edition of the "Bradford News" in its new form to commence on 1st April.

(ii) Preparing for the Changeover

The period leading up to 1st April was a period during which, with the exception of the Information Centre, there was no direct responsibility for dealing with the Public Relations aspect of the work of the City of Bradford or any of the amalgamating authorities. It was a period during which all the (meagre) resources of the office had to be devoted to educating the public on the changes taking place, and to setting up the machinery for an efficient P R service for the City of Bradford Metropolitan Council after 1st April.

Preliminary work in this direction was carried out before 1st April as follows:

(a) Machinery for the regular publication of Bradford News was set up and the first edition prepared.
(b) Plans were made for changing the style of content of Phoenix, the Council's staff magazine.
(c) Arrangements were made for work to commence on the production of a Street Map covering the whole of the Metropolitan District.
(d) Work was commenced on the preparation of the Official Guide for the Metropolitan District.

(e) A full colour brochure covering the Metropolitan District was produced. The brochure has a dual purpose. First to assist with the attraction of new industry to the area, and second to assist Industrialists with the attraction of key staff.

(f) Work was commenced on the production of a brochure designed to attract tourists.

(iii) The basic programme

(a) Bradford News

A bi-monthly 8 page tabloid newspaper issued free to all households. Print run, 185,000 :
Net cost per issue £2,000.

(b) Phoenix

The Council's staff magazine published monthly. A mixture of chatty, social and serious items. Print run 15,000. Cost per issue £400.

(c) Digest of Panel Notes

A weekly digest of decisions and recommendations of all panels distributed to Members, Chief Officers and Directors. Aimed at giving an overall picture in digest form of the current work and decisions of the Authority.

(d) Digest of Published Information

A weekly digest of all published material concerning the Council. This includes material broadcast on radio and television.

(e) Press Services

A daily press cuttings service for the Lord Mayor, Leaders of political groups, Directors and Chief Officers.

(f) Servicing the Press

Servicing all local and national papers and broadcasting media with news and feature material.

(g) Central Information Record

Maintaining and updating records of all local organisations and events for use in Information Centres.

(h) Training Programmes

Arranging training programmes (in collaboration with the Chief Personnel Officer) for staff employed in reception work and arranging training programmes on radio and television interview techniques for leading Members, Directors and Chief Officers.

(iv) Work Commissioned by other Divisions

(a) All Publicity and Public Relations work for the theatres (Alhambra, St. George's Hall and the Library Theatre) with an operational budget of £15,000. The indications (from bookings) are that this money was well spent.
(b) The launch of the Industrial Museum with an operational budget of £3,000. There is an on-going publicity programme mounted for the Museum.
(c) All the P R functions for the Leeds/Bradford Airport.
(d) Introductory publicity for Waste Collection Service in the Clayton area, for Cleansing Division.
(e) Administration of Belgian Week Publicity on behalf of the Belgian Government.
(f) Promotion of the Esholt stage of the RAC Rally.

(v) Current Special Projects

(a) Marketing of Directorate of Educational Services training film.
(b) Setting up and operating training courses for reception staff in co-operation with the Personnel Office.
(c) Organising a seminar on the role of the Public Relations Office within the Authority.
(d) Launching a "Rent Payments through Giro" project with Management Services Division.
(e) Launching the "Fuel Economy Campaign" - firstly within the Authority, but subsequently to be extended to all other sections of the Community.
(f) Organising a county wide campaign aimed at reducing vandalism, in collaboration with other Districts.
(g) Organising a campaign to extend the Foster Parents Service in collaboration with the Directorate of Social Services.
(h) In addition to the "new look" 'Official Guide' the Office is producing mini guides for different parts of the area.
(i) Dealing with complaints received by members particularly the Leader of the Council, and preparing draft replies.
(j) An advertising procedure manual for use in all divisions is currently being prepared.

(vi) Functions transferred to the Public Relations Office

During the course of the last year additional functions were added to the duties of the Public Relations Office and there are current signs of further additions.

(a) Theatre Publicity

The office was asked at short notice to assume responsibility for Theatre Publicity. This request came at a time when only two weeks remained before the re-launch of the Alhambra. Within 48 hours a complete campaign had been prepared and costed. This campaign was accepted by the Chief Recreation Officer. Acceptance of these duties, which will in the future be absorbed by my staff, has resulted in the deletion of one post (APIV) in the Recreation Division.

(b) Leeds/Bradford Airport

The Leeds and Bradford Airport Joint Committee agreed to a proposal that the present consultancy arrangements should be terminated on 31st December 1974 and that responsibility for the Public Relations aspect of the operation should be vested in my Office.

(c) The Bradford College

Discussions have been held with the Principal of the Bradford College on the ways in which the Public Relations functions of the college can be effected. These discussions were initiated by the college.

It is obvious from these discussions that:

(i) there is a real need for a consistent Public Relations campaign in promoting the College and its services both internally and externally
(ii) that the existing arrangement of a publicity officer who by profession teaches economic history is completely inadequate for the task
(iii) that the solution to the problem lies in either appointing professional Public Relations staff for the College on a full time basis or transferring the college's Public Relations function to my office

(vii) Publications

(a) Weekly digests - already mentioned
(b) Bradford News " "
(c) Phoenix " "
(d) Tourist Brochure - full colour pocket brochure designed to attract tourists and distributed by the English Tourist Board.
(e) Industrial Brochure. A dual purpose brochure designed to attract new industry and to assist industrialists in attracting key staff.
(f) Official Street Map covering the whole of the Bradford Metropolitan Area.
(g) Conference Kit. A conference kit is in course of preparation listing all hotels, conference accommodation, recreational facilities and entertainments for distribution in the UK and Europe by direct mail to conference organisers.
(h) Mini-guides dealing with constituent parts of the Authority.
(i) A new Official Guide for the whole of the Metropolitan Area.
(j) A special Holiday Guide for Ilkley.

What of the future?

The initial problems of 'selling' a new service internally have been overcome and there is a high workload for the existing staff. It is unlikely that finance will be available in the forseeable future for any major expansion but this is not at the moment giving any real cause for concern.

Public relations is one service which perhaps more than any other can achieve a great deal for minimal costs, provided that manpower is available. Many publications can be self-financing, exhibitions can be mounted using existing materials, public meetings are inexpensive to organise, editorial space is free.

The real costs come from special promotions, space buying and the production of expensive print.

There is scope for future development in the service by intensifying promotional campaigns for particular services or projects, by adopting more fully public participation procedures, and by extending the scope of the service to embrace such institutions as colleges of further education, polytechnics and the like which somehow seem to be largely ignored in a standard Public Relations Programme. Many of the projects and techniques described in the paper could be adapted to promote the colleges.

Far more important than the current financial restrictions is the shortage of manpower. This could be the major factor in restricting the expansion of the service."

Discussion Arising

Was the public relations network an aid to achieving a two-way exchange of ideas so that local groups could make their views known to the Council, as well as information passing from the Council to the community? Mr Sudell explained that while this was his ambition, it was difficult to achieve on a formal basis. There were a great many different groups within the community and this made such a network complex to service and to ensure that the information reached the officer most closely concerned. As a method of ensuring feedback from the community, the Council provided speakers to talk and discuss matters with any groups at their meetings, if they requested this service. If the particular speaker who attended such a meeting came up against a problem or a request which he could not answer, then he would consult others on the Council who would be able to do so. Another aspect of communication was that rate-payers were regarded as shareholders and shareholders meetings were held.

The cost of the public relations material which Bradford produced was a matter of concern to some members. As some of it was glossy and expensive, had any attempt been made to measure its cost-effectiveness? Mr Sudell replied that as much of it was given away free and there were some benefits which were hard, if not impossible to measure, such an analysis would be difficult. His budget the previous year had been £84,000 and £53,000 had been recouped.

Some general discussion then took place on the need for consumer research. Mr Sudell agreed, saying that many courses were offered in colleges without any investigation being carried out to find out whether they were really needed. The situation was made worse at the moment because of college amalgamations, which would increase the piecemeal nature of the courses offered by institutions until there had been a period of time in which to rationalise.

Attention then turned to the difficulty of attracting certain groups in the community to the college. A member pointed out that some people

regarded the college as too prestigious an institution and asked how it would be possible to create for the college a multitude of images to suit the multitude of requirements. Mr Sudell replied that a college could only have one image. Any attempt to create more than one would result in none of them finding credibility. However, it was quite feasible to create an image of a college which had something to offer everyone. Next, Mr Sudell was asked how contact could be made with groups such as immigrants or the young disadvantaged who did not read the publicity information circulated, either through inability to do so or lack of motivation. Mr Sudell acknowledged that this was a difficulty and suggested that colleges get in touch with the leaders of such groups, or other people who were already in contact with them.

Mr Sudell was then asked to describe how he liaised with other Chief Officers. He said that his department did not ask Chief Officers to refer press queries to it except where several departments were concerned. The initiation of publicity had until now been mainly the role of his department. Now personnel in various other departments were being trained to present a story so that it would be welcomed and allotted editorial space in the press. Usually Mr Sudell was informed because it was in the interest of the department concerned to do so. When several departments were concerned, the press release was usually written by the Public Relations Department itself. Some departments produced their own information leaflets, etc., and others relied on the Public Relations department to do it for them, but in all cases the standard logo was used. Mr Sudell then emphasised that he had no right of censorship and always liaised with the department for which he was producing material to ensure that it was what they really wanted.

Finally, Mr Sudell was asked to specify what form a college prospectus should take. He replied that it should contain all the necessary information in a readable format. The front cover was important. The content should be broken up by a picture, a cartoon or even a white space at least every couple of pages, and intelligent use should be made of headings and type faces.

PROJECTS

Project A To explore the current situation of relationships between the colleges and its public

J Latcham, Staff Tutor, Coombe Lodge

Introduction to the Project

"What we have planned for this week is a survey of the relationships between the college and its public. Following the general pattern we have established for this series of conferences we shall spend the first part of the conference in an exploration of the present situation and then try to determine what is likely to be necessary over the next five years or so. One of the practical difficulties of this approach is of course that we shall find no sharp cut-off between today and tomorrow and that what we are doing today already carries presumptions about future trends. Leaving this difficulty aside for the moment we shall ask syndicate groups to review the evidence of current activity. This evidence is provided in a number of forms:

1 Primarily, the evidence is provided by the experience of members, some of whom have made it available in the form of discussion papers which display a variety of situations and a range of activities.
2 Two sessions have been arranged during which members and visitors with identified interests in the area of community and public relations will make themselves available to syndicates to describe and discuss their work as it bears upon the work of the conference.
3 A series of papers written by Coombe Lodge staff* are provided. They deal with the recent history of areas in which we ourselves have some specialised knowledge. Although these may be of greater use later in the week when we try to project into the future, we suggest that all members scan these papers and perhaps share out responsibility for a more detailed study of each paper.

In reporting the current situation and levels of activity there are a number of questions to be borne in mind:

1 What are the aims of our public relations activities? At the most cynical level we might say that perhaps these activities are all designed to recruit students to a sector of education which has shown an enormous and entrepreneurial growth by identifying needs and meeting them or even of creating needs which it then proceeds to meet. I accept that this is an over-cynical view and recognise that in many other areas of public service

* Published in Coombe Lodge Report Vol 8 No 4 1975

there are examples of undoubted need where the needy are not aware of the facilities which are available to help them - the social services are an obvious example. Long term economies can be achieved by ensuring that service is made available early in the need situation.

2 Who are the public and who are the community? This is another question which syndicates may care to discuss at a fairly early stage in their deliberations.

3 What sort of relationships are we seeking to establish? To what extent do we concentrate our efforts on informing the public about our provision and to what extent do we try to listen to their demands? What balance are we trying to achieve?

4 What are we actually doing - what special services can we identify?

5 What efforts are we expanding? Have we ascertained the cost?

6 How do we evaluate the results of our public and community relations effort? This is perhaps the most difficult question of all."

Project B To explore likely trends and developments and suggest how these can be fitted into college development plans

C M Turner, Staff Tutor, Coombe Lodge

Introduction to the Project

The first project consisted of a review of the present situation in colleges of FE. Project B looks more towards the future. We have the following questions to ask ourselves:

1 What are the significant changes in society over the next five years which should now be taken into account to enable us to begin a development plan? Some of the changes which might be considered are the effects of the economic climate, worker participation, the 'open college' developed on the model of the Open University, and the womens' movement.

2 What, therefore, are the main lines along which the total national service of further education should develop? What kind of ordering of priorities can we make (they may differ from the priorities within which we have worked for the past few years)?

3 Do we need to set up in our colleges additional planning/forecasting mechanisms and organisational structures?

4 Can we, as individuals, construct a five year development plan for our institutions?

First witness session

Two witness sessions were held during the week of the conference. Each witness visited the syndicates and members had an opportunity to explore informally their special expertise or experience. The first session had the following four witnesses: Mr D H Blezard, a conference member, who has been working at Nelson and Colne College on the establishment of a Development Unit; Mr C Bryant, who has general charge of the community work at the City and East London College (recently formed by the amalgamation of three colleges); Mr J A W Deboo, who is the Group Training Manager of

Baker Perkins Holdings Limited and who has a keen interest in and experience of college/industry relations; and Mr L E Watts, who is Principal of Peterlee Technical College and was a Visiting Fellow at Coombe Lodge for a period in 1975.

Summarized below are some of the comments made during the witness session with one of the syndicate groups:

L E Watts, Principal, Peterlee Technical College.

Mr Watts began by describing the overall approach to the community at his college, which serves the new town of Peterlee, in the North East, an area with about 30,000 inhabitants. It was more an attitude of mind than a formal structure or a series of formal activities. He then described the spectrum of attitudes a college could have towards the community:

"If a college sees its responsibilities to the community as limited to those students who enrol for day time courses, it may be an excellent college but it is not a community college, nor will it be able to become one. If a college believes that vocational courses are the most important of its activities, but also offers leisure classes such as painting and pottery which appeal to those elements in the community often described as 'middle class', then progress is being made, but it still does not make the institution a community college. One more step needs to be taken - to establish that the college is there for everybody to use. This will involve an acceptance that people do not have to attend the college on a formal class basis, that they come on their own terms and have as much right to use the facilities and equipment as all the other students. Moreover they have a right to a voice in the running of the college."

Mr Watts then gave three illustrations of the way in which his own college was trying to fulfil the function of a community college. First, he described the facilities the college provided in the form of the East Durham Arts Association. All the officers of the Association were subject to annual election. Although he, as Principal, was at present the President, there was no reason why he should be the automatic choice. Similarly, the Secretary was the Head of the General Studies Department, but he, too, was subject to annual election. Therefore the Association, while being based on the college, was not organised or controlled by the college. It was an association of autonomous societies and individuals who join in simply by attending and paying a nominal fee to cover such expenses as postage. The association had two primary functions:

1 To pool all the resources of goodwill, know-how and useful contacts. Various different groups join forces to help each other out. For example, when the Peterlee Players stage a production other groups assist with publicity, the front of the house, programmes and so on. Not only does this make it more likely to be a success but it is seen by more people than would otherwise be the case and this, hopefully, leads to the further enrichment of the community.

2 To decide on a programme of first rate professional entertainment. These decisions are taken by the Executive Council which is formed of representatives of each society and of any individuals who can be proposed and seconded.

An attempt is made to produce a balanced programme, and the suggestions made by the Northern Arts Association are carefully considered but the programme does not necessarily have to consist exclusively of items recommended by the Northern Arts Association. The Council tries to speak not as a collection of individuals reflecting their own tastes but as people who are aware of the likes and dislikes of all types of people in the community especially of those members of the individual societies they represented.

A second way in which the college was trying to fulfil the function of a community college was by acting as a centre for open university students. Occasionally these were students who had special problems and the college made a special effort to help them. One of the students suffers from muscular dystrophy. She had difficulty getting to the college as she lived some miles away, and once there, had to negotiate two flights of steps to get to the ground floor. The college explored various possibilities of helping not only this one handicapped student who wanted formal education but also eleven others who lived in the area and the Education Committee agreed to finance the installation of chair-lifts.

The third illustration Mr Watts gave of the colleges involvement in the community was the setting up of a playgroup. Through contact with the Social Services department it was realised that there were many mothers with young children in the neighbourhood who were suffering from loneliness and depression as, being a new town, Peterlee had no tradition of neighbourliness. Therefore a playgroup was set up in order for the mothers to leave their toddlers in safe hands. A playgroup leaders' course had already been running at the college for some time, so staff were available, and a craft room simply converted to provide accommodation. Owing to space limitation, only twelve youngsters could be accommodated at any one time, so therefore the scheme had to be limited to twelve mothers at a time. The only restriction put upon the mothers was that they had to spend their time doing something educational.

The syndicate showed considerable interest in the organisation of the playgroup and the mothers' attendance at classes. Mr Watts explained that they were asked to indicate which classes they wanted to attend and state a preferred time. Where possible, the college tried to fit them into classes at the time they preferred. Provision was made for them on an 'infill' basis, similar to that used for TOPS students. Sometimes a number of mothers wanted to do the same thing, for example pottery or dress-making, and they formed a viable class by themselves. On other occasions, one mother might wish to do something different from others and in such cases she was fitted into existing classes. The college tried to put them in classes which did not meet at other times during the week. A member commented that he had wished to put part time students into classes with full time students but his local education authority had refused permission to do this. Mr Watts replied that all that could be done in such circumstances was encourage local groups to bring pressure to bear by making their views known.

Finally, Mr Watts was asked how the venture had been financed. Had any funds been provided by the Social Services department, for example? He emphasised that if one waited for funds to get such schemes off the ground,

one would probably wait forever. The college Governors had given permission for the playgroup scheme, but no money had been allocated to it in the estimates. Therefore the old craft room had to be converted on a 'beg or borrow' basis, and at first the playgroup leaders had to be unpaid volunteers.

D H Blezard, Co-ordinator of Developmental Unit, Nelson & Colne College, Lancs.

Mr Blezard opened the syndicate discussion with a brief description of Nelson and Colne College:

"The district it serves, which comprises the two towns of Nelson and Colne together with a number of small villages has a population of 80-85,000. The college was formed in 1955 by the amalgamation of the Nelson Technical College and the Colne Technical School. A new building was erected as the main centre at Reedyford in Nelson and two major additions were built there in 1962 and 1967. In 1970 the College acquired responsibility for Gawthorpe Hall, a National Trust property, and in 1972 obtained partial use with eventual full use of the Colne Grammar School building. Until the late 1960s the College was a normal college of FE but in 1972 it became a tertiary college, providing all the post-16 education in the area.

The College is organised into six departments, all Grade 3. They are Business Studies, Engineering, Food and Fashion, Liberal Education, Humanities and Maths and Science. The work we do may be divided into three types: vocational, non-vocational and community studies. The vocational element comprises courses in engineering, business studies, food and fashion, TOPS courses and GCE work in the humanities and maths and science departments. The non-vocational work is largely the responsibility of the Liberal Education Department which offers courses in such subjects as art, drama and general studies. Community education is the responsibility of all departments, although the bulk of organisation and provision falls upon the Liberal Education Department. There is a programme of leisure classes which are held in thirty centres in the area, and a physical education programme. Classes are run in various types of sport and a full range of sports clubs are affiliated to the college. Apart from the general adult education programme, activities are organised in an ESN school, old people's residential centres, a psychiatric hospital and at an adult training centre for ESN men and women. The College has a link with the Mid-Pennine Arts Association and weekend events and festivals are held at Gawthorpe Hall."

Mr Blezard then described the activities of the Developmental Unit which had been set up in 1974 to provide a focus for important activities which did not receive priority attention within the departments. This new Unit had no departmental attachment. Its intention was to be flexible and for the activities it set up and developed to become self-generating. Mr Blezard outlined the four main areas of activity:

"(1) English as a second language The district has a population of 4,000 Asians who are attracted to the area largely because of its textile industry. The college aims to give help at all levels. We offer extra English classes for those already attending academic, industrial, or vocational courses, we run classes in factories where Asians work and we run a home tuition scheme

for Asian women who cannot come to the college for cultural reasons.
(2) Foundations Work The foundations course offers a combination of work experience and general education to youngsters leaving school without any qualifications. It has been certificated by the City and Guilds and has been planned with the co-operation of local industry. We also offer preparatory courses to people who fail the entry test for TOPS schemes.
(3) Community Outreach We offer a number of different types of activity for the disadvantaged in the community, ranging from adult literacy schemes to provision for the mentally and physically handicapped, eg swimming and archery.
(4) Study Skills Centre This is a service which has been introduced to help students with problems such as the organisation of their homework, examination revision, essay writing, basic mathematics and so on. Often their class teacher does not have the time to help students on a one-to-one basis. We provide a drop-in tutorial system which is closely linked with counselling and careers advice."

Mr Blezard was asked to describe the College's careers service in more detail. He explained that there were three careers staff who were closely involved with the Developmental Unit. The College also had strong links with the other services in the community particularly the Social Services. Often Social Services staff came into the College to talk about specific cases. A programme for inadequate mothers is in the process of being developed as a result of liaison with the Social Services department. Basic domestic topics such as diet and how to change an electric bulb will be covered. The group will meet off campus, for it is acknowledged that such women would be deterred by the thought of entering the College. The Unit was also trying to develop its activities for the elderly. Old People's hostels were serviced and Rolls Royce had asked the College to run some pre-retirement courses at their factory.

Mr Blezard was asked to what extent the handicapped students could be integrated with others. He replied that in some cases, for example braille tuition, this was impossible, and special classes are arranged, but wherever it could be done, for example where physically handicapped students wanted to take 'A' levels, they were put in ordinary classes. The success of this depends very much on the particular handicap and the individual concerned. The Developmental Unit was able to provide them with support services where these were needed in order for them to be able to operate as equals.

Mr Deboo explained to the syndicate that by profession he was a mechanical and production engineer. For over twenty-five years he had been concerned with training at all levels. His involvement with FE had been as a college governor and on examination boards of professional bodies and the CNAA. He said that while colleges already had good links with industry - if they did not, they could not exist - these links could be strengthened still more. Too often industry left liaison with colleges to the training officers, but it ought to be done at management level. The establishment of relationships at personal level between employers and college staff could also be useful.

Industry looked to the colleges to take the initiative. Colleges should not wait for industry to request particular courses but contact firms to find out what is wanted. A particularly useful service colleges could provide was short courses on new legislation.

J A W Deboo, Group Training Manager, Baker Perkins Holdings Ltd.

Mr Deboo was asked how colleges could encourage small firms to send their employees to the college on day release by a member who said that his own college met with difficulties particularly when fees were raised. Mr Deboo said that one answer might be to persuade a number of small firms to group together and devise a scheme to suit their combined needs. He reminded the syndicate that it often cost more for firms to pay their employees' travelling expenses to attend a large class in a distant college than to pay the cost of a small class in a local college.

This led on to a discussion on publicising college activities. Mr Deboo remarked that he constantly received mail advertising courses organised by professional organisations, yet these organisations often had staff who were inferior to those in FE. He was convinced that colleges would reap benefits from paying more attention to publicity. Often industrialists did not realise that colleges would provide courses of the type offered by private organisations, for many of them were middle-aged and unaware that colleges had changed so radically since the old days of 'night school'.

Some members were concerned that classes might start off the year with viable members and then, through wastage, fall below an acceptable figure and have to be axed. Mr Deboo remarked that often in such circumstances the firm concerned would prefer to pay a higher fee for each remaining employee, and that this ought to be permissible. He felt that FE was too hide-bound by its own regulations. A participant agreed, saying that it might cost far more for students to be sent to a college farther away in order to achieve an acceptable class size, yet it was rare for a costing exercise to be carried out. Furthermore, many students might refuse to attend if they had a long distance to travel.

The debate then turned to the issue of the right to day release. Mr Deboo outlined the reasons behind the CBI's changing attitude towards it. Currently the CBI viewed day release as desirable, providing that what students learned was "relevant" to their jobs (and most employers now accepted that the liberal studies element of technical courses was valuable). In a sense, however, while the move towards making day release by right was socially desirable, it is just not practicable at the present time because of the enormous extra demands which it would make on the FE system and also because of the cost, which industry could not bear. Employers and the FE system are already faced with having to overcome inadequacies, particularly in mathematics and English, of school leavers from the secondary system and to teach students the basic knowledge that they should have acquired at school. The CBI did not approve of industry having to pay for "general education" which should have already been carried out at school, although a recent decision by the Education and Training Committee of the CBI had been to agree "in principle' to a recommendation that encouragement should be given to further voluntary action by employers who might feel that they should give a wider interpretation of what is "relevent" FE. Mr Deboo stressed that the

CBI would prefer schools to reduce vocational courses unless they have good facilities and really competent staff and to concentrate upon some basic education and the release of pupils over 14 for link courses at colleges of FE, which are better equipped to provide courses preparing them for work. Other areas where developments were necessary were in the provision of courses for the better training of supervisors and shop stewards who need training in basic communication and negotiating skills.

C Bryant, Director of Co-ordinating Services, City & East London College.

First Mr Bryant described the three colleges which had amalgamated to form City and East London College. Two had concentrated upon provision for the 16-19 year old at GCE 'O' level and below, while the third had focussed upon GCE 'A' level, ONC and OND. A new Social Studies Department had been set up and the community studies course which had begun at City College was provided within this department.

Mr Bryant spent much of his time with the syndicate describing and discussing the community studies course. It had developed out of a fairly traditional non-target day release course in general education for about 200 Post Office messenger boys which covered English, general studies and elective studies (cultural and practical). In 1970 the staff running the course investigated the possibility of the students being attached to some community agency. Informal contacts were developed with two centres: Hoxton Hall, a neighbourhood centre supported by the adult education service which in ILEA is responsible for all adult non-vocational work, and Centerprise, a community activity centre supported by ILEA and the Centerprise Trust. Students were attached to one of these centres and were involved in their activities or other community work in schools, hospitals, the Social Services, street youth projects, Shelter and the Child Poverty Action Group. While the students on the scheme were not subject to any formal evaluation, there were certain obvious benefits: development of self-confidence and oral fluency; better attendance due to a growing commitment to the college; reduction in behaviour problems; better communication between staff and individual students; and understanding of the problems of community agencies.

Mr Bryant also listed some of the other activities of the social studies department: a pensioners rights course for activist pensioners who wanted to set up a pensioners rights' centre; a childminders course; a literacy tutor based full time at Centerprise; tutoring at the Camden Tutorial run by the Social Services department, which tried to provide activities for young mothers who because of the London housing problem have to be housed in bed and breakfast accommodation and were expected to be out during the daytime. Activities there during the first year had included adult literacy, spoken and written English for foreigners, reading, games, discussions of womens rights and battered wives, poetry, keep fit, netball, sewing, handicrafts, cooking, bulk-buying, co-operative establishments, book-binding and French. The tutor had no specific brief but responds to the requests of the group.

Mr Bryant was asked about the standard of the Post Office messenger boys on entry to the Post Office. He replied that the basic Post Office entry test

was equivalent to a low CSE. Asked if any attempt was made to help with their formal education, he explained that the feeling was that the college could not, in two years of part time study, achieve what the schools had already failed to do in ten years of full time attendance. However, there was a strong commitment to written work. The students kept diaries and prepared written presentations of projects which were exhibited at the end of the academic year. No attempt was made, however, to improve numeracy skills. Replying to a query about whether other young people could be included in the scheme, Mr Bryant said that this already happened. A girl who had about seven GCE 'O' levels and worked in the Housing Department of the local authority was on the course. It gave her an understanding of the social problems which was necessary for her job.

Second Witness Session

During the second part of the week four witnesses visited the syndicate groups. They were Mr A Clifford, of Coventry LEA, who has been involved in building up Coventry's concept of the community college; Mr A Fairbairn, Director of Education in Leicestershire, whose county has been a pioneer in establishing various kinds of community institution; Ms V Stern, who as Principal Community Services Officer of the Community Relations Commission has extensive and specialist knowledge of minority ethnic groups in their educational and social context; and Mr J R Soar, Principal of Redditch College, whose institution is in the centre of a new town being built by the Redditch Development Corporation. A summary of the discussion which one syndicate had with the witnesses follows:

J R Soar, Principal, Redditch College of FE

First Mr Soar described the growth of the new town of Redditch and its effect upon the college.

"In 1965 Redditch was designated to be a new town. A development corporation, which is in a sense of Government agency for the planning and development of the new town, was set up. From an original 25,000, the population has now doubled to 50,000 with about 5,000 newcomers arriving each year. The college itself covers an even larger catchment area of about 75,000. Current plans are that the town should grow to between 75,000 and 90,000 people by 1972 - only seven years from now, and, of course, the college has to plan for this. The long term plan is to make Redditch one of the largest towns outside Birmingham, with a population of 150,000 by the end of the century. The town has certain problems common to many new towns. For example, it is difficult to ensure that housing and job opportunities grow at the same rate. At first, the Development Corporation was providing houses faster than jobs, but now, the pendulum has swung the other way and there is a small housing shortage. The present financial climate may cause another swing.

Three agencies are involved in the promotion of the college: the Development Corporation, which visits newly arrived families to tell them about the services available in the town; the County Council; and the District Council. The college has to have close liaison with all three. Within the college itself there

is a Public Relations Committee and the Librarian, who, because of contacts he has with the press, is the Information Officer.

The college is responsible for adult education in the area and 18 months ago decided that there was a need to set up an adult education department. We have an adult education consultative committee and all the other services and agencies involved in adult education are represented on it. This committee co-ordinates adult education all over the town. We do not have advisory committees as these would not improve relationships with the New Town at present. A publicity booklet entitled "Leisure and Learning" gives information about adult education in the areas. The Development Corporation and the District Council ensure that all newcomers to the college's catchment area receive one of these booklets. We have also established links with industry at the factory floor level which is a spin-off from our trade union studies unit."

Mr Soar then outlined his plan for the next five to seven years.

"In making plans for the next few years we had to bear in mind the fluid situation and accept that we will not get everything right. We have carried out some preliminary studies to try to ascertain what is likely to be needed. A study of the school population was carried out about a year ago. Our relationship with the schools is good, for we are not their rivals as we do very little GCE work except for adults, preferring to devote our resources to activities which the schools cannot offer. We plan link courses jointly with the schools and the first stages of the courses actually take place in the schools. As a result of the study we carried out we were able to predict that there would be considerable unemployment among school leavers.

A second study was carried out into how industry might develop over the next seven years. The investigation considered about 12 categories of work: engineering, retailing, etc. It seemed likely that about 20,000 more jobs would be created over the period.

The third investigation was a population study. Redditch, being a young town, will have a large percentage of people between 20 and 40 years of age within a few years and we estimate that 5,000 people will be doing adult education."

A member asked whether the college had any contingency plans to cope with the possibility of high rates of unemployment among adults, as there was such a high proportion of people in the 20-40 age range. Mr Soar explained that the adult unemployment rate was not high at the moment, although it had increased. In a new town industry tended to come in as the population increased. It was possible that the Development Corporation might have to revise its plans, for it had intended that firms would move there from Birmingham, but Birmingham was now anxious not to lose any jobs. It seemed likely that the Development Corporation would be able to control the situation in order to prevent mass adult unemployment. Mr Soar did not think that the college could make any contingency plans yet, although, of course, it would play its part in helping the unemployed and would co-operate with the Department of Employment.

The discussion then focussed on the young unemployed and where responsibility for them should lie. Mr Soar acknowledged that this was a no-man's land at present. He thought that the Department of Employment rather than the college should take responsibility for 16-19 year olds without jobs, although of course the college would help as much as possible. Some young people, after all, did not want education once they had left school.

On the question of the college's role in the community, Mr Soar's philosophy was that the college should provide but not necessarily control. For example, the college might identify an adult education need, eg for a music society, provide facilities to meet that need, and hope that eventually it would become independent, although perhaps continue to use college facilities. In this way, the college could act as a catalyst within the community.

Mr Soar was questioned about the provision of general education courses for adults which did not culminate in an examination. He said there was ample provision of this type of course in the college, and particular attention was paid to the needs of young mothers in the community. The college had a large playgroup and operated on two time-tables which fitted either playgroup or school hours. The women could enrol on any of the courses the college offered and there was strong support among them for business studies.

Vivien Stern, Principal Community Services Officer, Community Relations Commission

"The FE service is particularly well placed to help solve some of the educational and social difficulties encountered by ethnic minorities because it is flexible and responds to the needs of the community more readily than schools. Many young black people are now reaching school leaving age and we hope that FE will be able to provide them with some of the opportunities that they missed at school. The Commission is currently discussing with the ATTI what can be done through a joint conference which will be the first national conference on the Further Education Services in a multi-racial community.

One of the problems in catering for the needs of black people is that they are not integrated into the community and therefore cannot be reached through the usual communication channels. They are settled in specific areas and have set up their own organisations, so they do not normally become members of the WEA, WI and so on.

The first step, then, in assessing specific needs is to discover who the minorities are. Because of the wide variety of backgrounds there will be different needs and different demands may be made upon the college by individual ethnic groups. To generalise, if they are Pakistani or Bangladeshi they are likely to be unskilled or semi-skilled. Among Indians there is likely to be a fairly large trading and middle class element. Information about the location of different ethnic groups may be found in the 1971 Census which states the origins of New Commonwealth residents. The CRC has extracted this information from the Census and issued it in a booklet entitled Ethnic Minorities in Britain - Statistical data. Indigenous British people are often surprised at the large numbers of immigrants in certain areas and, because of the tendency towards social separateness, there is often a lack of

information about cultural patterns of different groups in the community.

Having established the nature of the minority ethnic groups in the locality of the college the next step is to discover the employment patterns and aspirations of the groups in order to ascertain their training needs. The local community relations officer should be able to help with this. Following this, other concerned organisations should be contacted, bearing in mind that they may have particular interest in one type of group and largely ignore the others, for example, they may have strong links with West Indians and neglect Asians in the community."

During the discussion which followed Ms Stern's introductory statement two main points were debated: the role of the CRC and provision for Asian women. On the role of the CRC, Ms Stern said that it had to decide how far it was going to devote its energy to developing self-help in the black community, how far it was going to be an intermediary between the minority ethnic groups and other agencies in the community (for example in negotiations with the local authority to acquire a building which could be converted into a mosque), and how far it was going to act as an agent for the local authority.

On provision for Asian women, some members thought that the CRC should do all that was possible to save them from the oppressive pattern of their culture. Ms Stern questioned how far we were entitled to disrupt their way of life. A participant favoured caution, suggesting that if they were pushed towards womens liberation too quickly, the men might become alienated and the entire group would withdraw from their gradually developing involvement in the community and, in particular, the college. Several members spoke of home tuition schemes in English for Asian women, operated by volunteers, and David Blezard, from Nelson and Colne, spoke of the sewing class which his college had managed to set up and which the women were allowed to attend because there were no men involved. Ms Stern agreed that through such tentative beginnings, the situation might eventually ease as people would become reassured. While it may seem to contradict the philosophy of the open college to cater for such rigid demands, a truly open college should be flexible enough to accept the fact that some groups in the community would deviate from one's own convictions about the place of women.

A Clifford, Education Adviser, Coventry

Mr Clifford began with a description of Coventry to show how the general nature of the city affected the educational provision.

"For twenty years the main endeavour had been to put roofs over heads in this fast growing community. There was a rush to house people, and, with hindsight, it is possible to level the criticism that they were housed without very much regard for the 'quality of life'. About five years ago the local authority set up a working party to investigate the nature and problems of the Coventry community. The document they produced identified areas of deprivation similar to those of the Plowden Report. There was a 9.4% illegitimacy rate; 16% of the children at school had moved house within the preceding year - both higher rates than the statistics for the country as a whole. The working

party recognised the particular problems of nuclear families moving into a new area. They identified the existence of an almost arrogant assertion of independence by the general public coupled with increasingly frequent recourse to the local authority. The working party's report was published at a time when many teachers were coming to believe that what was being taught in the schools was at odds with the needs of the community. The working party drew the same conclusions as Henry Morris, working from a different set of perspectives: that the rebuilding of the community should be "around its cultural and educational institutions".

Coventry had operated a comprehensive system of education since 1954, although two girls' grammar schools are not to be integrated into the comprehensive system until September 1975. The scheme devised by the working party for community resource centres based on comprehensive schools was, with hindsight, possibly over simplistic. It might have been more appropriate for these centres to have been more closely identified with primary schools from the start. Two new institutions were built called community colleges. They are used by about 3,000 people each day. One is in a middle class area in which people would normally take an interest in education in any case, although its catchment area does include two separate working class districts. The other in the city centre has a large proportion of children from minority ethnic groups: 67% of them are Asian and 8% are West Indian.

Appointed as Principals of these institutions are people whose brief is to be themselves. They were not specifically drawn from the Education Service - one for example, has previously worked as a Training Officer in industry. There is an additional Deputy Head in charge of community activities. Other additional community provision in terms of staffing are five academic staff, six additional teachers' salaries which may be deployed according to the institution's needs, and support staff.

These institutions have certain special problems. For the first two years there was, for example, no formal governing body, for it is impossible to decide who should speak for the community on such a body. The DES after lengthy negotiations have now agreed to ratify the authority's proposals to run the institution as a community centre which houses a school and for the institution's Community Association to elect ten of the governors while the local education authority elects the remaining fourteen.

In terms of discipline and examination results the schools are successful, although they are not very different from any other good comprehensive school except in terms of their curriculum. Mode Three 'O' levels are well developed and designed so that pupils may take both CSE and GCE examinations at the end of a course. A computer is used to sort out each student's individual programme."

The first question asked by the syndicate concerned the involvement of Asian women in the community resource centres. Mr Clifford explained that they were encouraged to use the creche where their children were cared for by housecraft students, and they were taught by Asians, particularly Ugandan Asians, community work teachers and some of the students.

What would be the effect of the present stringent economic climate on Coventry's community provision? Mr Clifford replied that the budget could no longer grow, so any innovation had to be at the expense of something else. A region by region study had to be made to ascertain needs.

What provision was made for the community by the polytechnic? This was a great source of help, explained Mr Clifford, as there was strong support from the Director Designate. The polytechnic provided volunteers to assist with the adult literacy programme. It was about to set up a community reference point - a room manned by staff and students during the day and a telephone service at night. This would be far better than a similar service in a school - the place where those who would use it had already failed. Moreover, once people came into the building to use the reference point they might want to become involved in other polytechnic activities. The polytechnic was also planning to open students union provision, eg discos, to the public.

At the other end of the scale, the involvement of primary schools in provision for the community was a great success. The community college in the working class district was not well used by some groups who seemed to require more personal facilities 'just around the corner'. The only places which could provide these were the primary schools. It was possible to set aside a room in these for community provision and the city was appointing ancillaries such as home/school liaison officers. A recent campaign 'Support your Local Primary' had been launched in 80 schools and their field days had been a great success. Other contact had been made with the community by staff visiting working men's clubs regularly to get to know the people who went there.

A Fairbairn, Director of Education, Leicestershire

In addressing the syndicate, the first point that Mr Fairbairn stressed was that it was essential for an FE institution to be certain of its objectives before it developed strategy. He took two separate elements of the strategy: industrial and commercial provision and community provision and developed them in some detail.

Mr Fairbairn first spoke of industrial provision in terms of the governing body, "Do we use the industrial and commercial representatives on governing bodies to advantage? In Leicestershire Principals are asked to nominate about seven people taken from a cross section of industry and commerce, people whom they know will be vigourous in their thinking and their social sense, and this list is put before the Education Committee. It is important that such decisions are not left to the local party whips for they will appoint on the basis of political, rather than educational wisdom.

It is important that all the governors - industrialists, local authority representatives, staff and students - are inducted into a relationship as a group. Too often they get together only at governors' meetings. The college should make sure that they have a better chance than this to get to know each other."

On the question of the college forming links with local industry through advisory committees, Mr Fairbairn said that in his opinion these were often a

waste of time. A better way for the college to make contact with industry was to develop consultancy work. Colleges should also examine whether they publicise their work with sufficient vigour.

Turning to the other aspect of the college's role, community education, Mr Fairbairn emphasised that by this he did not simply mean adult education and youth work. The community of users should determine the college programme. The relationship between the students union and the academic board should be closely examined. In Leicestershire, in order to overcome the restrictions which result from statutory regulations, some colleges had set up community associations which appoint six members of the governing bodies. In turn, the governing bodies appoint six members of the community associations. In this way a wider range of people were able to influence the broad principles of college policy than was normally possible.

Mr Fairbairn then spoke of ways in which the college could stimulate community activities. It could provide accommodation for local organisations which cannot afford to hire other premises. It could stimulate the formation of local groups and societies and nurture them until they were strong enough to create their own momentum and become independent. The college also had a role to play as patron of the arts. It could stimulate cultural activities; provide help for artists and crafts by giving them accommodation and a sales outlet. The college had an obligation to develop the visual awareness of the community, so that for instance it would call for the removal of unnecessary street furniture which ruins the environment.

The college could also open its facilities to members of the general public who do not wish to be taught but to use equipment such as machine tools, sewing machines, etc. under supervision. This would attract a cross section of the community who do not normally use the college. Mr Fairbairn added that in urban colleges especially, there should be unitary control of all the activities in the area. It was a waste of resources to have separate sports managers for swimming pools and playing fields.

Finally, Mr Fairbairn spoke of the college's publicity strategy. Style and delivery, design and technique, colour and decor were vital. By its style, the college was known, and this was the major public and community relations tool.

In the discussion which followed, the syndicate showed some concern that while permitting the general public to use college equipment was laudable in theory, there was a risk of theft or damage to machinery due to incompetence. Mr Fairbairn commented that the efficiency of supervision, coupled with a commitment to the concept of open access by the supervisors, would prevent these difficulties. On the question of encouraging people to use open access facilities, Mr Fairbairn suggested that a membership fee of anything between £2 and 50p could be charged to the general public for the use of all college facilities. At first, people might only come to use the bar, but later they might be attracted to other facilities in the college. Mr Fairbairn was asked by a member who was unconvinced of the merit of open access, to explain its value. He replied that in the present system, the community did not think of

educational institutions as their own. Therefore anything which attracted wider sections of the community into the college could only be of benefit. Too many educational institutions were uninviting. There ought to be far more extramural work, more open access, more community associations and community association representatives on governing bodies. These developments would assist in improving the quality of life of the community.

Syndicate Reports

In exploring likely trends in FE during the next five years and planning for them, one syndicate felt it was necessary to first of all define the expression "College in the Community". Some colleges had tended in the past to behave in a parochial, perhaps arrogant manner in certain aspects of their work and to make arbitrary decisions about the education service they provided. The "Community" was, however, the whole of society, yet many people had either not properly identified their needs or did not see the college as the vehicle which would provide answers to them. The syndicate felt, therefore, that a substantial communications barrier had to be overcome. Colleges had to become more imaginative, and flexible, ready to identify and respond to need.

There was a broad measure of agreement among syndicates about the changes which would affect FE over the next few years. Most important, there was the bleak economic climate. Uncertainty about the future necessitated planning for both high and low growth but the immediate crisis would have several consequences: restraint upon development; unemployment, especially among young people; greater mobility among those in low skill occupations; and a need for constant retraining among the more highly skilled. Enlarging upon the problem of youth unemployment, one syndicate said that this would lead to pressure to provide short term courses, which were training rather than education. This should be seen as an opportunity for constructive development. This syndicate did not believe that the colleges would be able to cope with this new demand. Facilities were inadequate and there was little financial provision for such areas of work, even though there was some slack to take up because of under-utilisation of resources in science and technology. The syndicate suggested that the answer might lie in an extension of the TOPS scheme with finance from the Department of Employment. An extension of the college year was another possible way to achieve better utilisation of resources. It might be necessary to keep the college open without teaching staff and without the usual controlling operation. The use of supervisors, bearing in mind likely ATTI reaction, was discussed without any real agreement as to the desirability of this measure being reached.

Syndicates agreed that another development which might have a strong influence on FE in the future was the trend towards increased worker participation, eg the growth of pressure groups, the search for job satisfaction and involvement.

All groups recognised the need to increase provision for women. At present

they were under-represented in FE. Educational demands would increase with their growing self-assertiveness, career aspirations, small families and so on. One group warned, however, that in difficult economic circumstances this group, like disadvantaged groups of other types, would suffer disproportionately. The same syndicate noted that in catering for the disadvantaged, the boundaries between social work and education would blur even more. Greater co-operation between the Social Services and the education services was needed. Members expressed some anxiety about the blurring of these roles. The proper function of education was its educative and training role, yet it had a face of social improvement which could not be avoided. The education service had therefore above all to read the needs of the community and to make its programmes responsive to real or known requirements, not imagined or illusory needs. More attention should be given to ethnic minorities and the handicapped, who were not yet properly catered for, and remedial, second chance and recurrent education which was at present underdeveloped.

Demand would grow for leisure provision, either as a result of earlier retirement or a shorter working week or as a place for the unemployed or unemployable. Vocational training would, however, remain the core function of colleges of FE although it would be necessary to constantly evaluate its relevance and effectiveness.

The groups acknowledged that the need for a more co-ordinated rationalised use of resources in FE would probably lead to increased central control, at both county and national level. One group said that rationalisation could mean the location of specific resources within particular colleges and the identification of levels of work within appropriate institutions, thus leaving 'slack' where duplication has taken place. Another trend would be control by performance indicators. The measurable might drive out the immeasurable and there would be a responsibility for objective criteria, particularly to measure the effectiveness of non-vocational work. On the other hand, the need to be responsible to the community and to encourage individual commitment and experimentation required diffusion of decision making.

With regard to the teaching process, one group believed that the traditional division between teacher and non-teacher would become less clear. Teachers would increasingly become organisers of resources, groups and so on rather than people who merely talked to students. There would be a shift of emphasis from teacher to learning.

One syndicate reported that the structures for organisational change within the college would depend upon three main factors:

(a) an annual review of the five year rolling plan - and such forecasting based upon:
  (i) development within the local authority's own plan;
  (ii) probabilities for both high growth and low growth in existing work and priorities for new development;
  (iii) thorough evaluation (for example, performance indicators)
(b) the further investigation and development of matrices so that co-operation and liaison is encouraged within the total framework;

(c) recognition that college personnel working as 'tentacles' within the community are performing an important function.

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THE LOCAL EDUCATION AUTHORITY AND THE COLLEGE
A FRAMEWORK FOR REFLECTION

"This paper is written as an introduction to thinking about the complex situation within which the local education authority and the FE/technical college conduct their relationship. To fulfil this purpose, I have tried to formulate a very general framework covering five main issues:

(i) What are the key areas which determine the formal and informal structure of the relationship?
(ii) How do the particular conditions of the local environment and the nature of the authority affect the relationship?
(iii) Both within the local education authority and the college, how is the working relationship actually conducted?
(iv) How have things changed since the implementation of Department of Education and Science Circular 7/70 on the restructuring of college government?
(v) How might future relationships be affected and why?

Implicit in this approach is the belief that relationships between major organisations are not determined by a mere collection of mechanical formulae but rather by a kaleidoscopic interplay of rules, influences, attitudes and personalities. If we are to understand the way in which an institution such as a college reacts to and acts upon an organisation such as a local education authority over a period of time, we must concentrate upon the way we play the game.

The Key Issues and the Rules

The treaty which regulates the local education authority/college relationship is obviously the instrument and articles of government with its codicils - the financial rules and the general regulations on contracts, personnel matters, conditions of service, administrative processes which are the authority's schemes for doing business. The most cursory glance through Circular 7/70 or any set of instrument and articles will show that, from the local education authority viewpoint, there are normally five aspects upon which the local education authority feels it must have the final say.

(i) "Determining the general educational character of the college and its place in the local educational system".
(ii) The appointment of the Principal, Vice-Principal and Senior Administrative Officer - the key management posts.

(iii) The scale of resources in terms of the annual revenue budget and its major heads (usually 7-8 across which virement requires local education authority sanction) and any on going commitment arising from such expenditure.

(iv) Determining the information it may require in the form either of standing regular returns or data in support of particular bids - eg annual revenue estimates.

(v) Deciding the local authority members of the governing body ($\frac{1}{3}$ - $\frac{1}{4}$ of the total) and approving the other nominees.

But within this framework, it was envisaged that colleges should, in the formal sense, be semi-autonomous bodies with wide powers of decision and local initiative and very limited local education authority interference once procedural regulations had been worked out. The cynical may say that what has actually happened since is a travesty of the intentions of the Department of Education and Science and those who sought to create a new framework for relations between the local education authority and its colleges. The realist might argue that Circular 7/70 could never have been made to work in its original form because it left too many controversial issues unresolved. He might go further and say that the relationship, which now exists between the two, has been determined very largely by the way in which the unresolved issues have been worked out within the ground rules laid down in 1970. Before coming to these issues, let us look at some of the major background factors which must inevitably condition the working out process.

What kind of local Education Authority, what kind of College?

The type and scale, size of the local education authority are fundamental factors in determining the nature of its relationship with its college(s). For example, a large authority, be it metropolitan district or shire county, with a number of colleges, is likely to have more established norms and formulae to determine budgets than a small authority with only one or two. It will be more impersonal. The small authority, particularly the borough or urban authority, is more likely to regard its solitary college as a prestige venture, a favoured son which will be treated generously if not uncritically and the clever Principal will get his every wish. If it has a strong element of poolable work, it may well be given every encouragement to expand at everyone's expense. Whereas the shire county will probably have governing bodies, whose local education authority membership remains stable despite elections, the highly politicised metropolitan district may see chairmanships being challenged or tacitly transferred with a change of party in power in the Town Hall. In the smaller local education authority, the Further Education Committee may be virtually the college governing body and the price of being a favoured son may be that the chairmanship is a political prize for a senior member of the party in power. Again, with a large city, there may be some territorial agreements for colleges on recruiting students as well as specialisation in course provision together with active local education authority arbitration between colleges and across authority boundaries. A dispersed rural local education authority will be unlikely to have these problems and inter college conflict will probably be non-existent. Again the college, which has a national or regional reputation or caters for a specialism, is

probably more likely to have an easier time in getting money from its local education authority than your run of the mill further education college, particularly if there is only a college of education or a polytechnic (both eminently poolable) against which to measure the latter. Yet again the college may find itself restricted because the local education authority has decided that school sixth forms must be protected from these wolves in sheep's clothing - general studies departments. On the other hand, where there is a commitment to the general purpose post 16 college, the institution may not have this to worry about but the authority's advisers/inspectors may have a greater influence within the college and a considerable say in course provision and content.

These are but a few examples of major factors which at least colour the atmosphere within which the college and the local education authority must talk to each other. Sometimes one or a combination of these can be the absolute determinant and the instrument and articles are merely a footnote. No doubt you can construct the scenario for your own institution and fill in the picture in fine detail.

What does what and to whom?

Relationships are not made by organisations, which are only legal concepts, but by individuals and groups who co-operate, disagree and compromise. In all this the book of rules may be at worst a weapon at best an insurance policy - on occasions even a stumbling block.

I would suggest that for the purpose of analysis, we may look at the relationship in four categories:

(i) Political and formal involving the governing body/chairman dealing with the Further Education Committee either via the governing body meeting or formal consultative processes on major policy or areas of dispute.

(ii) Academic planning and liaison arising from course development, FE21 processes, participation in regional council procedures.

(iii) Informal local authority and Education Department/College Principal dealing with day to day issues between officers, routine liaison, trouble shooting and advice.

(iv) Negotiations between the local education authority and the unions on conditions of service, grievances, etc.

The formal consultation between local education authority and college governors can take place either by the Chief Education Officer and his Chairman being present at governing bodies or by submission of formal resolutions to the Further Education Committee with local education authority governors making the college's case. The interesting thing is to see what happens when a dispute or confrontation arises or there is a very involved issue such as a development plan to be discussed. To what extent is the ad hoc joint working party of senior members and officers from both sides used to iron out difficulties? Who gets on such a group? My experience has been that in strained situations or during rapid change a whole network of quite informal

negotiation is created simply because the formal machinery cannot cope. In particular, politicians find that the conflict of interest groups on the governing body leads to "local education authority bashing" and therefore a way out has to be found. Is this your experience?

Liaison over academic planning also has a number of facets - to what extent has the local education authority asked the college to produce an academic development plan and a growth forecast and is there machinery to monitor the process? Does the local education authority reserve the right to decide the structure of departments? In the regional context, how far does the local education authority allow the college members of regional council bodies to have a real say in development? When it comes to submitting FE 21's, do the academic board's proposals go automatically through the governors and when they reach the local education authority are they regarded as a professional matter or must committee approval be sought before they go to RSI? If so, is this squared with the restriction of the local education authority to general issues of college development specified in the Articles?

The informal day by day relations of the college and the local education authority are probably the most critical factor in determining the way the two get on together. My experience is that the personalities involved and personal relations are all important here and I would want to point to five strands:

(i) The contact between the Chief Education Officer and his senior Further Education Officer on one side and the College Principal and Senior Administrative Officer on the other: is there mutual respect and trust; does the Education Department regard the college as an effective institution in the way it goes about things; does the college feel that the Department officers listen and want to help and and try to be fair?

(ii) Is the college Chairman on the local education authority Further Education Committee; how does he see his role - as presiding judge while college and department fight it out or does he lean to one side or the other for political reasons or, perhaps, because he has more confidence in the Principal than the Department's officers?

(iii) What is the standing of the Chief Administrative Officer of the college (both in terms of the post and its occupant) vis à vis the Principal and the Education Department? My own experience is that it must be a well graded post with a very competent occupant whom one can regard as a professional colleague. I have found that this can bring the college nothing but good, since the efficiency of a Chief Administrative Officer protects the college from administrative harassment.

(iv) How does the college handle its personnel function in dealing with staff, both teaching and non-teaching and, of course, students? Where a college management is weak, in this respect, or seeks to keep the informal discussion and contact between the college and the Education Department to itself, it is common for backdoor approaches to be made as ATTI, ASTMS and NUS start to enlist the Department against the college "establishment".

(v) To what extent have well established patterns or relationships been disrupted by local government reorganisation? Some colleges have gone from being their borough's pride and joy to being a small fish in a large pond and the

creation of new authorities has led to wholesale changes of personnel in Education Departments. When this is linked to the problems which new local education authorities are now experiencing, it is not difficult to envisage the effect upon a college.

However, you will be aware that many new local authorities have embraced corporate management with religious zeal. This may mean the development of a whole new range of contacts between the local authority's specialist departments for finance, legal services, personnel, etc. and the college. It will be most apparent in authorities where, in the past, the Education Department has jealously guarded access to the colleges. It may be that these developments within the authority parallel a similar development within colleges where the creation of academic boards and the implementation of Circular 7/70 may be said to have introduced a corporate management of the institution. You may feel that on the whole the colleges have gone through their transformation with less trauma than is inflicting local authorities now.

There is one area above all where corporate management by the local authority may have most impact - the control of non-teaching staff establishments and negotiations with non-teaching unions. The last few years has seen the working out of understandings as to what is done by the college and what by the Education Department in negotiation with ATTI on the sort of problems which can arise. If anything, the non-teaching staff side presents greater complications because of the variety of staff employed, conditions of service and possible repercussions of disputes outside the college due to the complexity of industrial relations and the law. It would seem that more and more the Personnel Department is becoming directly involved with colleges in place of the Education Department. At the same time, employees' safeguards in current legislation make it necessary for colleges to proceed more carefully in handling individual and group disputes, appointments procedures and termination of employment. The use of job evaluation to assess grading of posts is also a growing practice.

The Development of Control Processes and their use

In the first paragraph of this paper on "The Key Issues and the Rules" I suggested that Circular 7/70, and the articles of government drafted as a result, defined five key issues as being at the heart of the local education authority/college formal relationship. The experience of the last few years would modify these somewhat and even change the emphasis.

I think the most difficult aspects of local education authority/college relationship which have arisen have centred round two main issues which are themselves inter-related as we shall see.

(i) What does the Governors' responsibility "for the general direction of the college" and the Principal's responsibility for its "internal organisation, management and discipline" actually mean in practice?

(ii) How can the scale of resources, which the college needs in order to function

effectively, be decided by some standard acceptable to both sides?

On the first issue, some authorities have required colleges to prepare development plans together with forecasts of student numbers. This has involved identifying growth points, in general, specifying the directions in which departments are going, indicating new areas they wish to enter and new courses they propose, outlining the long term organisation proposed and assessing accommodation implications. Despite the difficulties of such an exercise and the fact that few authorities will be so rash as to rubber stamp the resulting document in toto, my experience has been that it serves to eliminate the local education authority's main worry about Further Education College's ad hoc entrepreneurialism. Secondly, provided it is updated and a mechanism for monitoring accurately the growth in numbers is established, it is of the utmost value when it comes to the annual jamboree over revenue estimates.

The second requirement is a clear scheme of delegation and procedures as to the responsibility for making appointments to the staff, the rules for financial administration and appeals and accommodation administration grievance procedures. Without such rules for these four areas, then dispute is unavoidable and the college's legitimate autonomy is in danger.

So far as resource allocation is concerned, the need is for an overall budgetary strategy on a guide limits principle together with an academic staffing formula based upon staff/student ratio and a capitation formula. If additionally formulae for non-academic staff can be agreed, then the millenium has truly arrived but this is probably the most difficult single issue to resolve.

The final requirement is an established pattern of consultation between the Education Department's senior officers and the Principal and his colleagues which ensures:

(i) A senior Further Education officer attends Governors' meetings briefed to speak where necessary and is invited to any Sub-Committee dealing with finance.
(ii) The "office" and the college consult about the agenda for such meetings, particularly controversial items.
(iii) The Chief Administrative Officer has regular meetings with senior administrators in the Education Department, Finance Department and Personnel Department.
(iv) The Chairman of Governors is kept in the picture both by the local education authority and the college.

I suggest that in your discussions you may find it worthwhile to explore this area.

The Future and Local Education Authority/College Relationship

The role of prophet is fraught with risk and it is with some misgiving that I

venture into it. However, I do foresee a number of short and longer term trends which are going to affect local education authorities and their colleges.

(i) Finance and the economic situation.
(ii) The public demand for education and changing social pattern.
(iii) The place of the Further Education College in relation to reorganised secondary education, and higher education.
(iv) Possible reorganisation of local authorities as part of regional devolution of government.

The present economic situation and the restriction of public expenditure is bound to make local education authorities look more closely at expenditure. Further Education College costs have been the most rapidly expanding of all public sector education costs. This is partly, if not largely, due to the absence of recognised cost yardsticks and national statistics, such as have existed for colleges of education (published by the Department of Education and Science) and broadly for schools (IMTA/CIPFA annual financial statistics on schools' costs). Colleges can look forward to a lean time and the introduction of many more cost control formulae. There is a combination of circumstances which bodes ill for FE. At local authority level the corporate approach means the loss of independence for the Chief Education Officer. With the new corporate management teams planning at local authority level, and the tight economic circumstances, education may well be suffering. When budgets have to be cut it is likely that education, which has had it so good for long, may be the target.

Increasingly social pressures for the young 16-18 year old to be treated as an adult is likely to undermine the sixth form and therefore the 11-18 comprehensive school. I suspect that by the early 1980's we can expect the local education authority education system to be even more strongly in favour of the all purpose post 16 college. However, it is not clear what effects the development of polytechnics is going to have or whether the current rejection of the conventional university course by some young people is going to mean a swing to public sector further education as well as public sector HE. A further complication in the longer term is the declining birth rate which will be coming through to the colleges by 1986. Will the colleges cease to expand?

Finally, what will happen to Further Education Colleges if regionalism is developed? Will regional councils be absorbed (along with water, electricity and public utilities and some of the strategic planning functions of counties) into a regional government? This could mean local education authorities losing further education to the regional government and it would pose a nice dilemma where the local education authorities have committed themselves to the comprehensive post 16 college.

Conclusion

The relationship between a college and its local education authority is in its simplest terms about power, responsibility and resources as well as about educational philosophy. It is too easy to see this relationship in terms of a number of

management control devices such as formulas for budgets and staffing. I would want to argue strongly that there is a need to look more at the political and behavioural aspect, and the actual style which obtains in each situation. I would also argue that formulae, about which I will say more, can be used to develop a more fruitful and open working relationship."

Presenting his paper, Mr Heath made the following comments:

"My paper is based on the premise that most of our problems in FE in an administrative sense and in relationships stem, from a combination of secrecy, ineptitude and an inability to keep up with the pace of change.

Perhaps I might clarify some of the points in my paper. I said nothing about the growth in the importance of the student body, because it is dealt with elsewhere in the conference and is not fundamental to the problem upon which I concentrate - that of resources. For the same reason I have said nothing about the role of the Principal in relation to the Governing Body.

Secondly, I should like to emphasise that the kind of corporate management as introduced into colleges as a result of Circular 7/70, aimed at creating a participative, democratic debate within the institution, is fundamentally different from the corporate management which was introduced in the local authorities."

Systems of Control

Mr Heath said that FE was probably particularly vulnerable in the context of reduced resources and, continuing where his paper left off, went on to speak about some systems of control which he believed, would create freedom:

(a) for the college to operate as an institution;
(b) by helping to eradicate some of the more difficult aspects of college/LEA relationships; and
(c) by beginning to recognise and establish the reality which was aimed at in Circular 7/70 and in some cases has never really appeared, namely that the college should be a semi-autonomous body managing itself. Circular 7/70 stated that the local authority, in consultation with the college, should determine the general educational character of the college and its place in the local educational system, that the governors should be responsible for the internal management of the institution and that the Principal should be answerable to the governors for that management. Yet many of the old practices still continued. The control systems he would suggest might give the opportunity for them to be eradicated.

Characteristics and Constraints

First, let us consider the characteristics and constraints in FE. Many Chief Education Officers have experience of only the school sector and do not realise

that FE is very different in terms of the way colleges operate and the constraints under which they work:

1 Constitutional Factors

(a) colleges are quasi-autonomous under Circular 7/70
(b) colleges already have participative management at governing body level

2 Finance and Resource Factors

(a) colleges are more resource-intensive than schools in terms of manpower and capital
(b) colleges have a variety of levels of work and a mixture of disciplines
(c) colleges suffer from a lack of cost norms
(d) the size, scale and range of courses in each college varies enormously in each college and there is a small number of colleges in each LEA, while there are normally hundreds of schools

3 Academic Factors

(a) the diversity and specialist nature of many courses has an impact upon planning processes
(b) colleges suffer from a multiplicity of external academic constraints and examinations which do not affect schools
(c) there is a disassociation between the external constraints and the resource controls
(d) colleges have to recruit students annually, and the type of course attendance mix may vary from year to year

(4) Socio-Economic Effects

(a) colleges have voluntary attendance and market competition
(b) the state of the economy affects what the college can hope to get, eg in terms of manpower
(c) the pace of change and obsolescence affects college provision
(d) colleges are affected by the demands of employers and professions

Thus colleges have problems for which it is difficult to find solutions from the way we run schools. In fact schools enjoy far greater freedom than FE colleges.

Criteria for Systematic Resource Control

The achievement of any systematic approach to resource control has led to five criteria:

1 LEAs must exercise only strategic controls. They must be clear-cut, few and possible to identify. I would suggest that they should be:

(a) the level and structure of the staff establishment
(b) the overall revenue budget

(c) the accommodation/capital programme

properly applied, these can lead to the second criteria:

2 Extensive College Freedom of Action in:

(a) the allocation and use of staff in departments
(b) internal resources deployment
(c) class sizes, teaching patterns

3 Input/output Related. There must be:

(a) a quantified measure of resources provided
(b) a quantified measure of college workload
(c) a measure of the wastage rate of output of students

4 An Analytical Structure for Assessing what the college does, involving:

(a) standardisation of documentation
(b) access to and debate upon analysis and major control tools
(c) a built-in monitoring and updating procedure

5 Balance of Long term and short term Planning Needs. There must be:

(a) flexible long term general goals must be agreed
(b) long term and short term financial assessments
(c) updating of long term plans

LEA/College Resource Planning

In order to operate in this way there are four strategies which enable general aims in terms of future size, direction and balance of courses, college organisation and the development of individual departments to be ascertained. There must be:

1 An academic development plan (long and short term)
2 A numbers forecast
3 Knowledge of accommodation usage and capital programme requirements
4 Revenue budget on guidelimits principles

Implementation Control Devices

If the above procedure is carried out a number of control devices should be used. In order to plan, there is a need for:

1 Standardised data return course by course
2 A definition of college workload in terms of full time equivalent students
3 An academic staffing formula - I would suggest the staff/student ratio
4 A capitation allowance - the provision of books, stationery and materials,

and furniture, apparatus and equipment should be capable of being based upon a per capita grant which may have to be weighted according to the different needs of different types of student.

5 A unit cost per student, either in overall average or weighted by course
6 Standardised budget presentation
7 Computerised analysis of standardised data return and regular updating

Measurement of the College Workload

How can the college workload be measured when students fall into so many different categories of attendance and course length? The notional student has to be identified and the only way this can be done, I believe, is to use the system of the full time equivalent student as a measure of the college workload. It has the following advantages:

1 Management

(a) it is a simple quantifiable measuring device
(b) forecasts can be made on the colleges growth and can be updated, monitored and checked
(c) college and departmental credibility rating can be checked because it is ongoing

2 Financial

(a) academic staff cost can be identified by formula
(b) increase in numbers costs can be identified by percentage
(c) new development costs can be isolated for detailed scrutiny or limited by percentage addition
(d) The 'Bridle Effect' is introduced which benefits the LEA as empire building is prevented
(e) modifications of formulae readily costed
(f) inter-college comparisons are possible

3 Psychological

(a) "empire building" is a dangerous trade"
(b) "Dog eat dog" or "when did I last see your forecast?"
(c) "Freedom means responsibility or else ....."

This system can be applied not only by the LEA to the colleges, but by the college to its individual departments.

Academic Staffing Formulae

There are three types of academic staff formulae:

1 Class Contact (ie present system) The total teaching hours of all classes

is divided by the total teaching hours of staff allowing for:

no. of staff determined by teaching limit for each grade of staff (Conditions of service); and
no. of staff per grade as per Burnham Report.

2 Banding with Staff/Student Ratio (ie Delany system)

For laboratory/workshop based courses SSR should be 7.5:1 - 8.5:1
For classroom based courses SSR should be 9.2:1 - 10.2:1
no. of staff per grade as per Burnham Report

In my view this banding is suitable for internal college use only. It would involve the LEA in making judgements: vis a vis college departments, which is not its function.

3 Simple Staff/Student Ratio. The firm ratio, as used in schools, is successful in giving some degree of stability and I believe is the most suitable system for the LEA to use with regard to the college.

Calculation of FTE students

It is a fairly simple matter to calculate full time equivalent students. Full time attendance is equal to 30 hours per week imputed. Sandwich attendance is equal to 30 hours per week plus a 10% allowance for the extra administrative work involved. For part time attendance class contact time shown on the register is counted. The course hours are the enrolments multiplied by the weeks of attendance multiplied by the hours per week. In Bristol we agreed to 990 hours for full time courses; 850 for sandwich, 800 for part time, block release and all others. To ascertain the number of FTEs the course hours are totalled and divided by the appropriate divisors.

Having decided the number of FTEs in the college, these should be divided by the grades of work for their courses. The number of FTEs in each grade is then divided by the staff/student ratio, and this yields of staff entitlement by grade of staff. The decision on the SSR is quite arbitrary.

The characteristics of the staffing formulae are:

1 Constitutional

(a) the distribution of the establishment within the college is an internal decision
(b) the annual allocation of establishment based on a forecast of FTE students can be made by the LEA before the budget is approved and appointments can be made early
(c) it limits special cases to non-teaching posts
(d) the ratio of full time to part time appointments becomes a college decision

2 Financial

(a) 47%-50% of the annual cost can be calculated
(b) annual growth in teaching commitment can be readily identified
(c) the cost of varying a formula is more easily identified

3 Administrative/Management

Considerable freedom is given to the college to use academic criteria to decide staffing requirements, and in deployment and timing of appointments. It divorces staff approval from individual course approval.

Since Houghton, there have been some changes and increased complexity in the formulae to be applied in order, for example, to decide how many PIs and SLs a college is entitled to. Yet, the basic principles remain the same and it is possible to work out what a colleges costs are in terms of inflation.

Capitation Allowances

The controllable element of expenditure inside a college is limited to staff, capitation (books, stationery materials, furniture, apparatus and equipment) and to a limited degree, administrative costs and consumables, ie public utilities. I believe that it is justifiable to weight capitation items. Perhaps we might compare the allowances made in schools and colleges in Wiltshire. The Wiltshire allowance for a 16-17 year old is standardised at £15.30 plus £2.10 library allowance making a total of £17.40. For a 15 year old at school it is £11.45 plus £1.50 which totals £12.95. In colleges a weighting system has been devised by the County Treasurers Department. In 1974-5 it was as follows:

Dept/Course	weight	£ per 1,000 student hours	Library allowance	Admin.	total
Business studies & secretarial	1	8	2.65	2.30	12.95
General studies	2	16			20.95
Science	2.5	20			24.95
Engineering, rubber technology, catering, social work, textiles	3	24			28.95
Fashion/hair	4	32			36.95
Building	4.5	36			40.95
Fine Art	5.5	44	4	2.30	50.30
Photography	9	72			78.30

In 1975/6 some of these weightings had to be changed. For example, catering,

from a weighting of 3 went to a weighting of 13.4 because of the rising cost of consumables, and building went from a weighting of 4.5 to one of 10 for the same reason. This is a convention, and we have to recognise it as such. We cannot estimate the true cost of educating a student, and, even if we could, the cost of doing so would not be justifiable. It makes sense to come to a conventional agreement on a weighting system and then adjust it as time goes by, because it does give a basis for planning - one which has some degree of certainty yet allows for some degree of flexibility. The devices I have advocated will give this. They will not give fairness, because life is not fair. They will not give certainty, because in a financial crisis they can be cut but they do enable planning to proceed. Naturally, the system has certain limitations. University Quarterly Vol 6 No 2, contained an article by Professor Bottomley and Dr Dunworth on SSRs in Universities which noted that ratios posit fixed relationships and that it is difficult to go on to the stage of trying to achieve legitimate economies by changing the 'mix' of the educational process. They also demonstrate that a major factor in economies is staff and that there is no simple correlation between the increase in students and the necessary increase in staff."

Discussion Arising

Mr Heath was asked how the capitations formulae could be weighted while the staffing formulae were not. He replied that the local education authority should not be involved in weighting the staffing formulae as this was an academic judgement. The LEAs should simply permit a certain number of staff to be employed in a college and leave the matter of how they should be allocated to the college itself. If it were obvious that the institution was making wild errors of judgement, the LEA could withdraw resources as the situation arose.

A member queried the fact that Mr Heath's staffing formulae used notional hours for part time students and actual hours for full time students. Surely this meant that estimates were based on what was needed in the previous academic year rather than the coming one? Mr Heath said that an estimated intake had to be calculated, and a percentage growth per department averaged out. This, in fact, worked well. Although the estimated growth rates of each course were wrong, when aggregated on the basis of each department's past record of estimated growth compared with actual growth, a fairly reliable picture could be obtained.

A participant then asked on what basis decisions about a desirable SSR were made? Mr Heath replied that they were simply based on a convention. It was an issue which needed careful investigation, for SSRs were a negotiating point which had no objective reality.

Finally, Mr Heath was asked whether the application of the system he described had led to any curriculum changes. He replied that at Bristol Polytechnic a biochemistry modular course had been devised to replace seven different smaller courses because they had been refused FE 21 approval. The course led to six or seven different qualifications, and moreover, meant that some of the staff had more time to do research than before.

P Waddington,
Director of
Education, Bolton.

CORPORATE MANAGEMENT

"Knowing that corporate management is an unpopular, emotive concept in FE colleges, may I at the outset explain my credentials. I am not an expert in corporate management, nor am I fully committed to its principles and practices. I think, however, that it is important that we understand corporate management. To some extent, we are bedevilled by the jargon, much of it borrowed from the USA and industry. When the reality behind the mystique is exposed, the concept of corporate management may appear much simpler than it seems at the outset. I shall attempt therefore to explain corporate management as I see it in non-technical terms. It is important to realise that all of us in the education service are potentially under fire from all those who seek to make more effective management in local government. In a recent issue of 'Public Service in Local Government', June 1975, Malcolm Bains, author of the Bains Report, and Terence Musgrave, Chief Executive Officer of the London Borough of Bexley, are quoted as saying that education is ignoring all the new practices of management, deliberately failing to co-operate in this exercise, wishing to stand outside the whole framework of local government as it now is. To quote Mr. Bains, you have to have aims and objectives and management tools to decide where you are going. Otherwise you will never control local government expenditure because the 60% of local government expenditure which is swallowed up by the education service will topple the rest. The context in which he was talking, and on which I shall comment more later, was the issue of the potential reduction in services which we are all facing. At times of growth the fact that education takes up about 60% of local government expenditure is not too critical. But in the context of a cut-back in local government services, if one particular service takes well over half the budget and is largely unaffected while the other smaller services have to take the lion's share of the decrease, those who run the smaller services will have a real fear that they may go out of business.

The aim of my paper is to identify the relevance and importance of corporate management in the context of:

(a) local government as a whole;

(b) Local Education Authorities as a whole, and the Metropolitan Borough of Bolton in particular; and

(c) an FE college operating within the general framework of its local education authority.

Corporate Management in Local Government

Local government was reorganised last year throughout the country, with the exception of London which was reorganised during the 1960's. This is an important experience for all of us who are involved in local government service because it happens so very rarely. The Bains Report, 'The New Local Authorities Management and Structure' was a manual produced by a working party of the local authority associations of the time. It is interesting to note that the membership of the working party consisted of five Clerks, one Treasurer and one industrial representative - there were no representatives of the education service or any other local government services. Naturally, any Report tends to reflect the views of the committee which writes it and the fact that it was dominated by Clerks perhaps made some of its conclusions inevitable. For this reason, the Report's reception by the education world was almost bound to be cool. Nevertheless, it was and is a manual of practical advice and has, I think, played an influential role in what has been happening in the last two years and what will happen in the coming decade right across the education service.

The Bains Report acknowledged that there were some particular difficulties of management in the context of local authorities, as many management theories are borrowed from industry or across the Atlantic. The working party saw that the dual nature of management (i.e. of the elected representatives and of the officers) in local government posed certain problems. In the business world management is related essentially to the maximisation of profits. In local government management related essentially to people. Nowhere does management relate more to people than in the education service. It is not easy to translate the philosophies of management from the obvious techniques of the business world to a service such as ours. But there are certain things in the Report to which the educationalists cannot take exception. The objectives of the Report are to enable local government "to develop the overall economic, cultural and physical well-being of the community." These objectives are all applicable to the education service. But, logically, they do lead to some kind of joint corporate approach to the problems we face because the statement is itself a corporate statement. Therefore we are being moved away from the strong departmentalism which has been a feature of the education service for nearly a century.

The key to what the Bains Committee wanted to achieve is in its firm advice to the new local authorities to create new Chief Executive posts. Some authorities such as Bolton had done this several years ago, but for the majority the post did not exist before reorganisation. Under the old system there were in each authority a number of Chief Officers each responsible for an identified service together with either a Town Clerk, a Clerk to the County Council or

Urban or Rural District Council, according to the nature of the area. This person was primus inter pares - the first among the group of equals. He too had his own department - the legal department - but he was regarded as the leader of the team of officers. The post of Chief Executive is quite different. Many people do not realise this because in many cases the old Town Clerk is the new Chief Executive. The Chief Executive has no departmental responsibility at all. He is the corporate manager of the various departments in the local authority and his position in the hierarchy is above the heads of the departments - he is, in fact, their boss.

Corporate Management in the LEAs.

As I said in my introduction, the education service takes something in the region of 60% of the budget of the local authority. Throughout the period from the end of the last war to about three years ago there was constant growth in absolute terms, setting inflation aside, of between 8% and 10% per annum in the education service. In the decade 1960-1970 we spent 51% more on education in real terms and only 10% more on food. I mention this because in 1976-77 the growth rate for the education service is to be virtually pegged at $1\frac{1}{2}$%. As the education service has a rolling programme, a growth rate as low as this is in fact a very serious cut-back. Prior decisions have been taken which will require far more than $1\frac{1}{2}$% growth and to compensate for this there will have to be massive contraction in the service.

This brings us back to the legitimate fear of Mr. Bains and Mr. Musgrave about education's share of the budget. It is something about which we in education need to become conscious. We are criticised by those who want to develop the new management techniques for always looking at one end of the education spectrum and not the other, for always working through inputs rather than outputs. By this I mean that in the education service - in schools, colleges and local authorities - we plan by deciding the level towards which we want to move in the ensuing year. Much of this is decided by factors beyond our control, for example national decisions on Burnham awards for teachers. To take an example from the school sector, although it can be applied to colleges as well, we tend to decide the input of the number of teachers, the size of the class, the desire to reduce the pupil teacher ratio, the desire to reduce the number of pupils in classes, the standard of building we want for new accommodation and so on. All this tends to inject something into our financial provision - buildings, people remuneration or whatever. Our critics say that we have been neglecting the other end of the spectrum - the output - that we are not sufficiently concerned about the extent to which we are achieving our objectives. A major purpose of corporate management is to translate our consideration from the input philosophy to the output philosophy. Unless we consider the impact of this in our own sector of the education services we will continue to be accused of irresponsibility. To quote Bains again,

"What are we aiming for in education? No one is prepared to say. We just go on and on."

I believe that Bains is right to draw our attention to this.

It is inevitable, therefore, in the present financial climate, that we have to move from the old system to the new one. This is taking place around us at all kinds of points. To take an example at national level, the White Paper, 'A Framework for Expansion' attempted to consider the whole education service in a corporate way. Unlike previous Reports such as Plowden and Newsom, it did not concentrate on only one age group, but stated that we must determine the objectives and outputs of all types of education and relate them to each other. The Report took five important areas of policy and developed them - although there were some omissions, the worst being the 16-19 age group. Nevertheless, it did aim to consider the entire education service.

Perhaps I might now briefly describe how corporate management works in Bolton. It is one of ten LEAs in greater Manchester and has a population of about 260,000. The authority is based upon the old County Borough and has had a number of corporate management features for a number of years. We have certain techniques which have been developed through a good deal of practical experience and which are becoming more and more important.

The twin aims of the corporate planning system in the Bolton LEA are:

(a) To present better information for decision making by presenting a full range of options across the work of the authority as a whole;

(b) To make the budgetary processes more comprehensible by basing them on activities rather than heads of expenditure.

The above process is achieved in three stages:

(a) The Position Statement This reviews immediate past performance together with current policies and practices of each major department. It is a stock-taking exercise. We try to see where we have got to at this point in time, to what extent we have realised our objectives in terms of building, equipment, staff and so on. At the same time the central committees produce a guideline document indicating likely levels of resources. This fairly lengthy exercise is undertaken at the beginning of the financial year, in April and May.

(b) The Policy Option Stage The Education Committee makes its choices or policies and programmes and thereby formulates its capital, manpower and revenue budgets. As far as possible the various options are costed and quantified so that decisions can be made in full awareness of their financial

implications. The exercise is a corporate one - for the entire educational provision is considered together. Policy options are now changing from decisions on where growth should occur to decisions on where cuts should be made. This stage takes place in summer and early autumn.

(3) The Central Committees draw together the preferred programmes of the service committees, including education. Policies, programmes and budgets for the ensuing period are thus determined. We in Bolton have a Management and Finance Committee which is similar to the Bains Policy and Resources Committee. This committee of elected members decides how far the options put forward can be realised. They are mindful of other circumstances beyond our control, e.g. the contribution of central government in the form of the rate support grant. This, the final stage in the cycle, takes place in early autumn.

Corporate Management in the FE Colleges

How can corporate management practices be applied within the FE colleges themselves? Many people in FE try to claim that FE cannot be included in corporate planning at LEA level because a pooling system applies and the catchment is regional or even national. I think this is a dangerous view, because the kind of anxiety expressed by Bains can be applied at different levels. I think moreover that within the organisational structure of a college one can see that many of the structures and problems are virtually the same as those which exist within the wider panorama which I have described. Could it not be that in a sense the Principal of a college is a Chief Executive? His responsibility is to manage the college - corporately - to make sure that one department does not have too large a share of resources at the expense of another. The Academic Board, certainly as far as the colleges in Bolton are concerned, is responsible for the planning, co-ordination, development and oversight of the academic work of the college. If it is to do its job properly, I believe that it has to act in a corporate way. It cannot think narrowly - it must, to some extent, consider the objectives for the whole of the college, whether they can be achieved, what are the relative needs of each department and so on. There are similar responsibilities for the governing body.

In the past it has all been fairly easy because circumstances have been reasonably good. Many of the matters of which I have spoken could be by-passed in the 1960s. I doubt if they can in the 1970s."

Discussion Arising

The discussion which followed Mr. Waddington's talk focussed mainly upon the position of the Chief Education Officer within the management team. First, Mr. Waddington was asked what changes had been apparent in his role. He replied that an obvious change was his change of title. He was now called the Director of Education, rather than CEO,as the latter might be confused with the Chief Executive. The Chief Executive had to be more involved in the policies of each of the departments than the old Town Clerk had been, for example, he now attended meetings of working parties. While this was tolerable in Mr. Waddington's case, as he had a good relationship with his Chief Executive, it might be very awkward where the two officers did not see eye to eye.

Another change since corporate management had been introduced was that the departmental Directors had a fortnightly meeting under the chairmanship of the Chief Executive which received top priority and was only missed in very exceptional circumstances. This meeting had the object of determining policy. The atmosphere was relaxed, and although the Directors did not vote, having no executive power, the Chief Executive did seek the views of everyone.

One member mooted the possibility of corporate management developing such momentum that it produced a department itself. Mr. Waddington commented that this might occur, but in Bolton at least there was a deliberate attempt to guard against it, for example by the Chief Executive working with a team of only five people.

Mr. Waddington was then asked if he had any advice concerning college staff whose skills were no longer required. He replied that there was no easy answer, but in order to avoid serious difficulties it was essential to plan ahead. It was not enough for a college to announce that it wanted to offer a new course and needed a particular number of new lecturers to run it. This was the approach in the past, but the decrease in the demand for some courses, especially in engineering and technology,had changed matters. The college should identify and inform the governing body and the LEA about where needs were building up and falling back, and where virement might be introduced. They would then be in a better position to make modifications where these were needed.

T R P Brighouse,
Assistant Education
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of County Councils.

THE FUTURE AND COLLEGES IN FURTHER EDUCATION

the Government's intentions

"I would like to start with Government intentions for the future: *

"The further education system has a vital contribution to make in ensuring that the country has a work force capable of meeting - at all levels - the changing demands of industry and commerce. The Government are concerned that employers should increase their support for further education by making full use of all its facilities, particularly those offered part-time - not only for employees in initial training but for those over 18 in need of up-dating and re-training. In this context plans are far advanced to give effect to the recommendations of the Haslegrave Committee on the organisation of technician courses. Much of the work of further education colleges is also concerned with full and part-time courses for those who leave school at 16."

"The motives that impel sixth formers to seek higher education are many, various and seldom clear-cut. But not far from the surface of most candidates' minds is the tacit belief that higher education will go far to guarantee them a better job. All expect it to prepare them to cope more successfullly with the problems that will confront them in their personal, social and working lives."

"It is important that the last and most widespread of these expectations should not be disappointed. The Government have sympathy with the sincere desire on the part of a growing number of students to be given more help in acquiring - and discovering how to apply - knowledge and skills related more directly to the decisions that will face them in their careers and in the world of personal and social action. This is what is meant by "relevance". The wider the span of student motivation, the greater the need to match it with a wide and flexible choice of course. This is being achieved increasingly by a system of units and credits devised in such a way as to ease transfer from one course or institution to another - which should help students to retrieve false starts and make more possible the development of recurrent education."

"The traditions of institutional autonomy and academic freedom place squarely on the universities, polytechnics and other higher education institutions responsibility for tackling these issues. Much valuable thought and experiment is being devoted to them. The Government would like to see still more."

* in Education: A Framework for Expansion. Cmnd. 5174. HMSO, 1972.

"The Government of 1963 endorsed the general principle, following the Report of the Robbins Committee, that courses of higher education should be available for all those who were qualified by ability and attainment to pursue them and who wished to do so. Successive Governments since have followed this principle and, despite the pressures of economic stringency and competing claims, higher education institutions have been enabled to grow and to keep pace broadly with the rising numbers of those qualified for and seeking higher education. The number of full-time and sandwich higher education students in Great Britain more than doubled from 192, 000 in (academic year) 1961-62 to 463, 000 in 1971-72; in the same period the number of part-time (day) students rose from 42, 000 to 70, 000."

"On a balanced judgement, the Government would expect to be providing by about 1981 for something of the order of 200, 000 entrants annually from within Great Britain aged under 21. This would represent about 22% of the age group then aged 18: compared with 7% in 1961 and 15% in 1971. Allowing also that provision for more mature entrants and for entrants from overseas would not grow proportionately so fast as that for young entrants, the Government consider that needs will be met within a total of 750, 000 full-time and sandwich course higher education places in 1981."

The continuing expansion of higher education which the Government proposes will require substantial provision to be made for the residential accommodation as well as the tuition of students.

"The substantial expansion of higher education will leave the non-university institutions with the formidable task of providing, on present estimates, for some 335, 000 full-time and sandwich students in England and Wales in 1981. This compares with 204, 000 in 1971-72 and points to a net expansion of some 130, 000."

"To meet the Government's plans the other colleges of further education and the colleges of education will also need to expand to provide a total of about 155, 000 places. At present these colleges together provide for some 138, 000 students. As a result of changes in the role and organisation of the colleges of education some of these places may cease to be available for higher education and will have to be made good. Alongside the expansion of full-time and sandwich courses, the Government will expect to see provision also of the widest possible range of opportunities for part-time study."

"The Government propose that planning should be directed to securing the employment of about 510, 000 (full-time equivalent) qualified teachers in maintained schools by 1981."

"The Government accept that a much higher proportion of those teaching in further education should receive initial training - either before or after taking up appointment - and that they should have opportunities for further training

later in their careers."

The bold words which entitled the White Paper, namely "a Framework for Expansion" have been replaced by the harsh realities of an economic depression which, in itself, is unparalleled in the sense that it has never before been experienced by a Welfare State; indeed, it seems likely that there will be public before private squallor and that within such public service the material supports for the private individual may have a higher priority than the education service itself, which is being blamed unjustifiably I believe in some quarters, for not performing the economic miracle which would have avoided our present situation. Further and higher education along with the rest of the education system, finds itself on a 20th Century economic rack or thumbscrew of contraction.

Quite apart from economic considerations casting doubt on the realisation of the laudable ambitions of reducing class size, increased opportunities, etc. the birth rate has declined and reduced numerical targets.

It is now no longer fashionable, even respectable, to talk of development plans or expansion of existing services, still less to draw them up in local education authorities. Consider their position. The Rate Support Grant which provides the financial basis on which the local education authorities work, is to be subjected to tighter restraints than ever before. The Budget speech contained reference to $1\frac{1}{2}$% growth in real terms for public expenditure - it did not differentiate between local and central government expenditure, it did not define its "real terms", it did not say that one service rather than another was to receive 2% or 1% and it spoke only of national sums of money and national averages. It could have been for example, though past experience suggests that it is highly unlikely, that the country was about to renege on its long term and expensive international defence commitments undertaken at a time when it was still fashionable to cling on to the last trappings of its imperial past, and so reduce dramatically its expenditure on defence. If it did so, apart from increasing unemployment, it would obviously leave more money available for other public expenditure such as education. In the late 1950's, education consumed a little over $1\frac{1}{2}$% of the gross national product and defence 11%. Today, education consumes a little over 6% and defence a little under 6%. It seems unlikely that redistribution will go further and until production increases the GNP, education's share will be static.

Education - and further education in particular - now labours under the psychological disadvantage that such a massive switch in resources has coincided with a period of economic crisis; in the minds of elected members, whether in Parliament or County and Town Hall, there must be doubts about the wisdom of continuing increases and costly improvements in the education system and budget.

For the immediate future, Mr. Mulley took the economic framework a little further recently in Cardiff, at the Conference of Local Education Authorities, when he stated that 2% growth in real terms was education's share of the public expenditure cake. Again, it was unfortunate to see the Secretary of State and his advisers finding it so difficult to appreciate that the momentum of policies initiated in 1971, 1972, 1973, 1974 and even 1975 mean that anything less than a 4% growth in real terms in an average authority would lead to a cut back and reduction of services and that such a cut back and reduction is likely to affect among other things, the levels of staffing in local government, including teachers.

factors influencing provision

What all this immediately means is that expansion plans for larger age groups entering the further education system designed to match existing provision of courses for such larger age groups, are unlikely to meet with much chance of success, although the success of such expansion and development plans will vary from local education authority to local education authority with the vagaries of the Rate Support Grant distribution formula which is another story in itself and which, on the whole, means that those authorities with rapidly expanding populations find themselves in the greatest financial difficulty. Harking back to my earlier remarks at the beginning of this paper, what are the facts of provision and the factors that influence provision, both for further education and higher education on the maintained side of the binary line? I would like to list four:-

(1) The present prediction of numbers in higher education.

(2) Within that, the latest position on teacher training places.

(3) The likely growth in further education requirements.

(4) The uncertain and unpredictable demands and intentions of students themselves for further and higher education in the 16-19 year old age group.

Dealing with them in order, therefore, I turn to:

(1) The prediction of numbers in higher education. I mentioned earlier that the White Paper figure was 750, 000 places. The 1972 figure envisaged 375, 000 full-time and sandwich students in the university sector in Great Britain as a whole and 375, 000 in the non-university sector, of which 334, 000 would be in England and Wales. The 1975 White Paper, in the small print, talks of the "full-time equivalent of advanced level students", so the 640, 000 includes, presumably, a projection of the present part-time day higher education students, say 25, 000 FTE students on a 1:4 basis - more if you take 1:3 by 1981. There is no clue yet as to how this is to be split between the university and non-university sectors - a matter which is to be discussed with the responsible institutions - except that there are hints of some priority for the polytechnic sector. But we can speculate. The polytechnics currently

have some 82, 000 full time and sandwich students, the universities about 251, 000, the non-polytechnics just under 30, 000 and the colleges of education about 110, 000. These figures, with about 18, 000 FTE students on part-time day mode in maintained colleges, and presumably about 26, 000 at non-university colleges in Scotland, I take to make up the 516, 000 current higher education students mentioned in the 1975 White Paper.

The polytechnics will add a sizeable number of colleges of education students to their total. If we make the assumptions that the polytechnics will preserve their initial share of the college of education work by diversifying it and increase their existing 82, 000 other full-time and sandwich students by 5% per annum (say by 35% in all by 1981) then their total full-time and sandwich student numbers could be about 147, 000 by 1981. If we make similar assumptions about the non-polytechnic colleges they could grow from about 30, 000 students now to about 66, 000 (including 15, 000 teachers in training) in 1981. Somewhat similar reasoning will yield a total of 50, 000 higher education students in the diversified monotechnics by 1981. An allowance of about 25, 000 FTE part-time day higher education students and say 35, 000 higher education students in the non-university sector in Scotland (as against about 40, 000 envisaged in the 1972 White Paper) would leave a university target of 317, 000 against the 1972 White Paper target of 375, 000 and represent a growth of about 26% on the universities' present figure.

All this is intended to quantify the substantial expansion in the number of higher education students in the non-polytechnic sector that we may expect in looking ahead to 1981. The bulk of the expansion to which I have referred is likely to go to 50 or so major institutions - indeed on assumptions I have made they are likely to acquire about three-quarters of it, and to contain 45, 000 full-time and sandwich higher education students between them - if we include the part-timers about 1, 000 FTE higher education students each. In addition there would be a total of about 20, 000 FT and sandwich students and probably the FTE of about another 5, 000 higher education students spread across a limited number of the remaining 650 or so non-polytechnic colleges. So the pattern could emerge - about 50 universities with an average of about 6, 000 to 7, 000 students each, 30 polytechnics in England and Wales, with an average of 5, 000 students each, 50 strong non-polytechnics with on average 1, 000 higher education students, most with a very substantial number of non-advanced students, and a limited number of other colleges with some advanced work, but in all contributing only about 4% of the total national pool, plus, say, about 550 to 600 colleges doing the very important job, largely that of training the country's technicians and craftsmen and contributing to liberal education to citizens of all ages.

(2) So far as teacher training is concerned, the White Paper envisaged a teaching force in the early 1980's of 510, 000. But the birth rate continues to fall and a force of nearer 450, 000 than 500, 000 is now required to fulfil the improved teacher:pupil ratios outlined in the White Paper, and now in any

case, questionable on economic grounds. Since January this year the figure has dropped by 7,000 teachers as the latest birth rate statistics have been digested. Moreover, ACSTT yesterday considered a proposed reduction from 23,000 to 20,000 in 1976 for entrance to teacher training, in order to avoid producing any unemployable teachers. Planned intake of course, is projected to drop to about 12,000 each year by 1978.

In schools, we shall be able to consider, so far as resources permit, proposals for improving standards of staffing, of release for the induction year and for in-service training. Indeed, I believe the target of 50,000 - 55,000 students in training makes allowances for the induction year and the James concept of release for in-service training as well as for a very significant improvement in staffing ratios.

(3) Turning to the third factor, predicted growth in further education, the 1975 White Paper on public expenditure envisages an increase in the number of students on non-advanced further education by about 1980 of 14%. It does not take much imagination to find the source of the justification of this proposal, even in hard economic times, since the increase in the size of the most relevant age groups - the 16+ to 19+ age groups - can readily be seen from the DES Statistics relating to school pupils to be of just this order. The expansion envisaged in the White Paper, therefore, does not appear to represent an expansion in the level of provision - it simply assumes a level of demand proportionate to the age groups which generate the demand. It does, however, mean that for the next six years all further education institutions - advanced and non-advanced - are in an expanding market, while institutions providing for the education of children of school age will be providing - loosely speaking - for a static or falling demand.

(4) These then are the facts and overlying them all is the uncertainty surrounding the fourth factor mentioned, namely the changing intentions of the 16 to 18 year old students. The DES themselves are undertaking an immediate survey of intentions of young people so far as further and higher education is concerned, so that future plans for provision may be more firmly based than they have been in the past. There seems to me to be two facets of this fourth and important factor, the first of which is relatively straight forward and the second far more complicated. College Principals who sit in their offices with crystal balls, filling in their modern day equivalents of SB. 35's in order to justify further buildings, have realised that despite their intensive advertisement campaigns, which must seem more and more inappropriate to the general public, that the demand for further and higher education is not so pent up as even two years ago we have been led to expect. Doubtless this is merely a temporary reflection of disenchantment with the education system and it is in any case extemely likely that any economic depression will intensify rather than diminish the appetite of young people for further and higher education.

The second point within the overall demand figures however, and a much more complex one, is the question of distribution of demand for courses which links up with manpower planning. Since the War, there have been various attempts at manpower planning and none of them have been singularly successful. Only this week, Brian Reuben in the Guardian highlights the problem of manpower planning when he cites the example of the 1950's when some of us were contemplating our careers. At that time the revolution in the petrol-chemical and computer industries persuaded many of our contemporaries to become graduates in Chemistry or Mathematics only to see the subsequent demands - probably totally unpredictable save with the benefits of hindsight - of industrial society so changed that the chemistry departments are now half empty and their hard won degrees and doctorates have proved merely difficult and pointless passports to genteel poverty. The system should therefore be more sensitive to society's and the individual's needs, otherwise in a few years time we will find ourselves embarked on another wasteful exercise such as the one that is now almost full circle in the field of teacher education, where there was a lemming-like expansion of training places in the 1960's to be succeeded by the rapid and painful contraction of plant, staff and resources undertaken in the last two or three years. In the meantime, our Medical Schools have remained almost stagnant and our dependence on foreign doctors has increased. I am not blaming the mistaken manpower predictions - I am merely saying we should acknowledge their fallibility and plan accordingly. For, given that the manpower problems which will effect the fourth factor, namely student intentions, are to some extent unpredictable, it suggests that it will become increasingly common for people to have changes of direction in mid-career and for there to need to be increasing emphasis in further and higher education on retraining and "education permanent".

Within that context of increased flexibility and greater demands on the further education system, one inescapable fact remains. If we are to afford the similar opportunities that we offer now to the 16 to 19 year olds, to adults and students in further and higher education on the local education side of the binary line, there has to be a growth in real terms of provisions of capital, plant and staff resources of something like 14% in real terms just to stand still if we make provision in the 1980's on the same basis as before.

It may well be that we must offer fewer opportunities, indeed it may be that events are conspiring through the voting pattern of the feet of young people to assist us in this policy, but there is little doubt that those involved in further education will not be slow or muted in telling the world the facts of diminished opportunity. Indeed, if it happens it would be a more serious set back to education than if some long overdue aspirations for nursery education, for example, are postponed a little longer.

prospects

Recalling my earlier remarks about the financial position of local authorities and of Ministerial statements regarding growth rates of public expenditure, it is just not "on" to talk at the same time, of growth rates of 2% or 1½% and

maintain that the same further education opportunities can be offered to larger age groups of young people, unless there is to be a cut back of existing services elsewhere in the education system - and such a set back would affect existing levels of staffing in Primary and Secondary Schools. What, therefore, are the prospects for further and higher education, and how can those prospects within such a daunting framework, be improved? The first thing is that the sector must realise two changed factors in life.

(1) In the past, colleges of further education, technology and polytechnics have benefitted from being the favourite son of the local authority. They have benefitted too from being the educational status symbol of a particular local education authority.

(2) In a largely unquestioned way expansion of further and higher education, the latter in particular, with the somewhat ambivalent attitude towards pooled expenditure, have benefitted from the incomprehensible mystique which has been largely encouraged by those involved.

It is fair to say that status symbols are no longer fashionable and if one can be found in local government there is now a kind of perverse delight born of inverted snobbery in demolishing it. A further thing to say about the second point is that it may be helpful in times of plenty not to be properly understood but it may be what the Americans call counter-productive when the knives are out. It was easy to get lost in the gobbledy gook of contact hours, of percentages under Burnham and obscure or ill understood advances in esoteric fields which to most lay members seemed to have doubtful and marginal significance to the economic welfare of their locality or country. The trees were unidentifiable but it was good to have a wood. The danger now is that as the same members and advisers move from one tree to the next, lopping a branch off here and a few leaves there, real damage may be done, it will not be long before the appearance of the whole wood and its survival is threatened, particularly if the jungle rules of further education show that as one tree is removed, another sprouts to take its place.

Evidence of growing concern is to be found in the development of the attitude of the Pooling Committee over the last two or three years.

The staffing norms of the Pooling Committee, named after Mr. Delaney, have not revealed an improvement but a worsening of the costs of staff:student ratios. There seem to be three possible approaches left to the Pooling Committee to consider:-

(a) a system of crude, if temporary, unit costs might be introduced, possibly using the existing national statistics (collected each November) and the revenue estimates of each polytechnic. Expenditure beyond the agreed level would not be pooled; or

(b) the existing norms for staff/student ratios might be applied to give each college targets to reach by, say, October 1976. Failure to reach the targets would lead to expenditure pro rata being disallowed from pooling; or

(c) an overall expenditure target (based on previous costs) might be set for each establishment, beyond which expenditure would not be pooled.

Of these three possible approaches, the most likely method of approach would be to establish and maintain unit costs along the lines of (a). Moreover, any development controls of poolable costs should have similar application to non-advanced costs, save possibly in the field of adult education. On the basis of these developments and understandable wishes to monitor and control expenditure, how can we - in a practical way - put our house in order in preparation for a more austere future? We can do so at the college level, the local education authority level, the regional level and collectively at the national level.

strategy

First, at college level, there is a long way to go in most institutions in making better use of existing premises. I do not refer particularly to the universities and polytechnics where there are acres of unused laboratories, while other faculties are under pressure, although this is damning enough, but I refer to the DES sponsored University College of London studies on the better use of space. These studies reveal faculty domination, inadequate time-tabling and point to more use of the extended college year.

The second thing is, at local authority - regional and national - rather than college level, there is no doubt at all that regional co-ordination of the future planning of further and higher education is essential. The Council of Local Education Authorities has taken the initiative on this and have proposed to a sympathetic Minister that new regional machinery must be set up to perform three functions.

Functions A: the promotion, co-ordination and supervision in a region of in-service training, an improved system of induction and the professional centres related to both.

Functions B: the promotion, co-ordination and supervision of the distribution of teacher training courses, in number and kind, among higher education institutions.

Functions C: the co-ordination and provision of higher education in the non-university sector.

Sections 11 and 18 of the White Paper discussed the consequences for regional organisations of the reformed system of further education there envisaged, that is, a single integrated sector of non-university institutions comprehending the whole of further education in the legal sense - in common parlance non-university AFE, teacher training and non-advanced FE. The White Paper said that area training organisations (ATOs) would disappear; that new regional committees were required, in part to take over some of the functions of ATOs in teacher training; that the government would soon resume discussions with LAHEC (now superseded by CLEA acting through its Higher Education Committee) about improved arrangements for the co-ordination and provision of non-university higher education; that those discussions would need to include a review of the composition, functions and boundaries of the Regional Advisory Councils for Further Education (RACs); and that there would be advantage if their boundaries coincided with those of the new regional teacher training committees. In the event the government have been unable or unwilling until quite recently to resume the discussions, as proposed in the White Paper, with LAHEC, or subsequently with CLEA.

DES have proposed, and ACSTT have endorsed, a scheme for regional bodies to cover that part of the field of teacher training comprehended in functions A, as I have defined them. These bodies should strictly be named Regional Committees for In-Service Training and Education of Teachers, but the name Regional Committees for the Education and Training of Teachers (RCsETT) is passing into common use and is used here. The scheme for RCsETT is as follows:-

(a) terms of reference: to promote, co-ordinate and keep under review in the region arrangements for in-service training, an improved system of induction and the professional centres related to both; and the allocation of teaching practice places;

(b) membership: broadly, an equal balance between the three main interests - employers of teachers, teachers themselves, and the training institutions; foundation members to be appointed on the nomination of bodies representing these main interest, and the residue of members to be co-opted on a personal basis in such a way as broadly to preserve the balance and the representation of different levels and specialsm; two Secretary of State's assessors;

(c) legal status: corporate bodies established by Trust Deed under Schemes approved by the Secretary of State, with power to employ staff and receive funds for their administration;

(d) finance: administrative costs, including that of permanent staff, to be borne on the DES vote;

(e) conduct of business: chairman to be appointed from among members, with a full-time director and staff dependent on the size and complexity of the region.

CLEA does not dissent from these proposals as far as they go, and they accept that the regional bodies to discharge functions A need to be established quickly. But, functions A do not extend over all those included under "the third function" in para. 93 of the White Paper; they do not cover the promotion, co-ordination and supervision of the distribution of teacher training courses, in number and kind, among higher education institutions (ie. functions B). Neither do they extend over the co-ordination and provision of higher education in the non-university sector (functions C). In short, CLEA sees the DES proposals as tackling only one third of the tasks seen, rightly, in the White Paper as appropriate for new regional machinery. They find it hard to see why DES have not been ready since the White Paper to enter into discussions with them about machinery to discharge all three sets of functions.

It is fundamental to the whole outlook of the White Paper that functions B and C are already closely interlinked; as the re-structuring operation proceeds will become indissolubly so; and will in the end become indistinguishable. It follows that a single piece of regional machinery must be created for at least these two sets of functions.

CLEA sees this as an urgent matter. Circular 7/73 itself, while leaving the prime responsibility to LEAs, clearly saw the need for regard to be paid to regional consideration wider than the individual LEA, and chose a regional basis for its discussion of the future distribution of higher education students. LEAs for their part have certainly felt acutely in not a few areas during the circular 7/73 operation the lack of any forum in which regional aspects can be discussed. They are sure that the circular 7/73 operation would have gone much more smoothly and satisfactorily for all parties if such a forum had been in existence.

That however is past history. What has now become more serious is that there will be a continuous operation for the rest of the 1970s to expand the non-university provision for higher education to cater for whatever share (presumably at least half) is allocated to LEAs in England and Wales of the (probable) 640,000 higher education students envisaged in the plans for 1981. This operation will create a strong need for machinery to produce regionally co-ordinated advice on which institutions should expand and by how much and in what directions. The new diversified institutions, notably those polytechnics into which teacher training provision has been merged, will need a single source of advice on matters concerned with both functions B and C. Again, the more severe the cut back becomes in the entry to teacher training, the greater the need for an effective regional forum (covering the interests of the voluntary bodies as well as those of the LEAs). Finally, there will be also a need to co-ordinate forward planning of advanced FE with non-advanced work, since the latter, if there is to be proper economy, should use some of the advanced facilities and staff. Thus there is a new, important and creative regional task to be done in functions B and C in the next few years on the non-university side of the binary line.

Though the RACs have done useful work in their field for nearly thirty years, they are not suitable in their present form, or even if they were strengthened, to take over functions B as well as C, partly because they have not in the past had cause to develop the expertise in teacher training needed to deal with functions B (functions which, insofar as they have been performed at regional level, have been performed in ATOs); partly because the involvement of university staff in them has naturally tended often to be on a personal basis and has sometimes been concentrated on the scientific and technological side, and partly because, through no fault of their own, their activity has been restricted mainly to the largely negative role of course approval, or disapproval. For the new tasks outlined above quite new machinery is needed.

But it is not necessary to scrap the RACs. They have experienced staff, accommodation, contacts and so on which it would be desirable and sensible to build in as one element in the new machinery proposed in this paper. There should be unitary machinery for all three functions.

CLEA therefore have made the following proposals:-

(a) in each existing RAC region in England there should be established as a matter of urgency, as the successor body to the RAC, and to the ATOs covering all or part of the region, a new body, to be called the Further Education Advisory Council in the Region (FEACR);

(b) the terms of reference of a FEACR should be:-

to consider, promote, monitor and advise on the planning, co-ordination and development in the region of all forms of further education in the public education system, including the initial, induction, and in-service training of teachers (whether provided in institutions maintained by LEAs or those provided by voluntary bodies) and advanced further education;

(c) the boundaries of the region should be those of the existing RACs. The provisions of appendix I and the annex thereto should apply. In particular, the arrangements for membership of each LEA and of each institution in areas of overlap should be established by negotiation in and between regions as soon as the FEACRs are established;

(d) (1) the governing body will be an "umbrella body" having representation of all the interests concerned, including those involved in the DES model of the RCETT (including non-LEA interests), the maintained FE (including AFE) system, the universities, industry, commerce, co-opted members and assessors. It will not be expected to meet more than, say, twice a year to receive reports from its committees, review progress, and set broad policy guidelines;

(ii) the circumstances of the different regions differ widely, for example in number of universities and of LEAs, and in industrial and commercial character. It is not possible therefore to lay down a model constitution.

(e) the FEACRs should be established, as has been proposed for the RCsETT, as corporate bodies under Trust Deed. The Deed should impose a duty to establish as "entrenched committees" a committee with terms of reference and membership on the lines at present proposed for the RCsETT, with reserve powers to safeguard the position of the universities in this field; a committee with appropriate membership with responsibility for functions B and C; and a committee with a LEA and DES majority to deal with internal finance and establishment matters. The Deed would confer also a power to establish other committees and sub-committees as desirable;

(f) the FEACR would not be itself a providing body. Neither would it be executive. Its functions would be advisory only. It would not stand between DES and a member LEA or voluntary body. It would, however, be the intention that the FEACR should become recognised as giving advice of such quality and as speaking with such authority that LEA voluntary bodies, colleges and other institutions would become accustomed to regarding its advice as having compelling force; and that DES too for their part would normally expect to have before them, and to weigh very carefully, its advice when they came to deal with LEA and other proposals for major building and for new advanced courses.

(3) Thirdly, at local authority and college level, there is need for a more rational approach to unit costs and staffing policies.

Colleges and authorities will need to abandon their existing methods of establishment calculation. I have mentioned one of the approaches which the Pooling Committee will soon consider, but even if they concentrated only on staff/student ratios, it will reveal that it is no longer sufficient to rely on contact hours for establishment purposes - there are too many loose ends. Delaney recognised this and it is dismaying that many local education authorities have not yet applied similar but important Delaney methods to the whole field of further education. I hope that the recent and much maligned conditions of service agreement will have emphasised that contact hours are only part of the total establishment story. There are many loose ends:-

(1) The question of class size - the more classes, perhaps with less than genuine registers - the more contact hours, the more staff.

(2) The question of how much teaching. Is it right that in one authority this year 'A' level Historians are taught twice as long in one college of further education as they are in a school Sixth Form not half a mile away?

(3) The question of the length of course. Are all courses of the right length? Is it defensible that courses with identical syllabuses take four years in one place and three in another?

(4) The question of what is a student for whatever method we evolve; Delaney or otherwise, there has to be some means of measuring full time equivalent students which is readily understandable.

The sooner further education colleges forget their own incomprehensible mystiques and assume at least the cosmetics of the school situation where everybody at least believe they understand the basis of provision, the more remote will become the danger that some authorities - as one has this year - will simply respond to the needs of a further education institution by saying "we spend 'X' last year and we will spend 'X' + 'Y' this year and if that means 50 redundancies in the academic staff and that means reduced opportunities, then so be it."

The wasteful duplication of courses at advanced and non-advanced level should now be rare and if CLEAs regional proposals are accepted it will certainly be a matter of historical interest only.

There are other pit-falls in your future development plans. There is too the uneasy relationship which some of my remarks have highlighted of the local education authority and the college. Of course, institutions must preserve their academic freedom and of course they must have a degree of autonomy in determining their own policies, but they must recognise that they are not totally independent of the rest of the education system and local government. The principles of partnership may be set out in shorthand as follows:-

(a) the ultimate financial control must rest with the LEA (acting, in respect of expenditure on advanced courses, for example, as trustee of the pool);

(b) subject to (a), the college must have the greatest practicable freedom to conduct not only its academic affairs (with the aid of course of the academic board), but also its general Administration;

(c) the principal is the bridge (i) between the LEA and the college, (ii) between governors and staff, and (iii) between the academic and the administrative aspects of the college functioning.

Instruments and articles vary, but the articles always require approval by the LEA of annual estimates in a form laid down by the LEA, and often refer also to the observance of any national agreements in relation to staff. Within this

framework the governors for their part on the one hand are likely to want the maximum freedom in incurring expenditure, especially in relation to categories and gradings of academic and non-academic staff, and to the balance (a) between the two types of staff and (b) between expenditure on staff and expenditure on things. The LEA on the other hand, though they may be prepared to give to the college, within the constraints of the Burnham salaries document, considerable freedom in relation to academic staff, may see particular difficulty in giving full freedom in relation to non-academic staff, in terms both of numbers and of grades, since they will be trying to have a common policy across all their educational (and indeed non-educational) institutions which may be undermined if, for example, personal secretaries are unduly highly graded or allocated to relatively lowly paid staff. If there were to be a casual disregard of local authority standing orders or of salary grades of administrative staff, then it would be hardly surprising if the relationships of the local education authority and the colleges become strained. Local Education Authorities within those natural constraints should afford reasonable virement and independence of action to colleges, and in most cases they do. We shall not face the future adequately without mutual confidence.

Open FE College

Finally, I shall fly a hot air balloon which may be received with alarm or excitement. Earlier I spoke of the increased numerical growth necessary to sustain existing levels of opportunity. In the field of higher education, of course, the dramatic success of the Open University suggests a means whereby some of the expansion can be achieved on a more cost effective basis. It seems to me not unlikely and probably desirable that some of the growth in the rest of further education might be similarly achieved by an Open Further Education College with all the possibilities which that would offer of increased opportunities, both in the field of day release and in re-training. Undoubtedly, savings could be effected in staff and expensive plant and mutual benefit could accrue by using existing establishments of further education as points of contact for students who would not spend such a large proportion of their time at the institution as they have traditionally done hitherto. The only factor that would tell against such a development would be that the initial outlay of money might be particularly unacceptable, at least until the worst of the present economic crisis has passed. If such a venture were to be seriously pursued - and I think it is extremely likely sooner or later - colleges and authorities would be wise to co-operate in the new opportunities of development that will be afforded to them by such a venture.

It seems to offer much more logic than the Open University itself, since there are far more "drop outs" at 'O' and 'A' level than at the hurdle of degree course entrance and degree completion: moreover, the bulk of students at lower level courses in further education establishments are part-time in any case. I gather the greater disincentive is the economics of TV

time although experience with the Open University development suggests that reliance on TV and radio is but a small if important part of the necessary paraphenalia.

other sectors

Finally, further education in whatever way it develops, is a part of the seamless robe of education: it will vie with other sectors for limited resources. Peter the Great once built a University and wondered why it had no students - he had neglected to build any schools. Recently in Cardiff, Mr. Mulley said that his priorities were firstly with the statutory school provision, second and almost equal the 16-19 year olds and transition to work and thirdly the field of higher education. His priorities at least are right, and the future for at least the non-advanced sector may not be entirely bleak. If I haven't seen any crocks of gold, it is simply because I can't see any rainbows. We are in a period when the most any of us can do is to see through a glass darkly. As the Corinthians were then reassured, however, we shall soon see face to face."

Discussion Arising

The first point to be raised in discussion was the fact that the LEAs were certain to resist any encroachment on their powers by the RACs. Mr. Brighouse agreed that this was so, but he believed that a system whereby the RACs could comment on LEA building plans to the DES was essential. Similarly, course control on a regional basis needed to be extended.

Mr. Brighouse was then asked why he showed a preference for the use of the unit cost method over the SSR method by pooling committees. After all polytechnics had shown a greater enthusiasm for the SSR method. Mr. Brighouse replied that not only was the SSR method rather slow, but it left too many imponderables, for example, some staff on the borderline of academic status such as librarians may or may not be included in the SSR. Secondly, it was difficult to define a student, and this was therefore left to each authority and college to wrangle over. The situation was quite different from that in schools, where all students were full time and all staff were counted.

Of course, when total unit costs were used, it could not be on the raw basis of allowing every institution to start from the same position, for some were more privileged than others. A total unit cost which exists at the moment had to be worked out and scales produced. Then institutions could be given a certain amount of time to get within these scales. Some would have no difficulty, as they would be below it, and the system would allow them to increase their expenditure so that they could afford better opportunities to their students. Other colleges, which had high unit costs, would be given a period in which to reduce them.

A member commented that perhaps nursery education ought to receive a higher priority than FE and HE. Mr. Brighouse's view was that our society was pre-occupied with the provision of education at increasingly earlier ages. The tradition had existed for a long time that school should commence at five in the UK, so this had to be the first priority, but it would be wrong to cut existing levels of opportunity after 16 in order to afford better opportunities before five.

At the mid-point of the conference, participants spent a day at County Hall, Exeter, where Councillors and Officers gave them an insight into the relationship between the LEA and the colleges as it exists in Devon. The intention of the day's visit was to give course members:

(a) a factual picture of the present provision for further and higher education in the new Devon LEA;
(b) an opportunity to discuss with members and officers some of the key issues in the administrative relationships between the LEA and its colleges;
(c) some account of future developments in higher education, art education and teacher training.

Members were welcomed by Mrs D F Innes, Chairman of the Devon Further Education Sub-Committee, and then Mr Day, Chairman of the Education Committee spoke:

E R Day, Chairman, Devon Education Committee

INTRODUCTION TO THE NEW DEVON LEA

"The new LEA represents the amalgamation of the old County of Devon and the three former County Boroughs of Plymouth, Torbay and Exeter. As it happened the FE and HE institutions in the four areas fitted together very well to give a complete range of further and higher education. The new authority is the third largest LEA in the country and pioneered the concept of area administration. This was in keeping with our philosophy of management - that administration should take place as near as possible to the place where people were actually receiving education.

The Education Committee has five Sub-Committees:

(a) Schools Sub-Committee;
(b) FE Sub-Committee;
(c) Capital and Programmes Sub-Committee;
(d) Budgeting and Resources Sub-Committee - this is a general purposes sub-committee which co-ordinates resource utilisation;
(e) Youth and Community Sub-Committee - This was originally included in the FE sub-committee but has become large enough to merit a sub-committee in its own right."

F Holden, Assistant Education Officer, Further & Higher Education

COLLEGE PROVISION

"I have the easy task today, I was told: that of presenting facts and figures about the colleges. Those who told me so perhaps ignored first, the extent to which this exercise was a severe test of our information retrieval system and second, the fact that facts and figures can easily be boring. I could reel off statistics all day - for example, I could tell you that the total budget for our colleges in the present financial year is £13.5 million; that the colleges employ in full-time equivalents and in round figures 1,640 teaching staff and 1,060 non-teaching staff (2,700 employees in all); and that about 30,000 students enrol in courses each year. But I would not expect it to be eagerly received.

What I want to do, therefore, is to give a thumb nail sketch of each of the colleges, taking as my theme their tremendous variety and some of the difficulties which this variety has created for the central administration.

Table I shows the Group Number, level of enrolment and so on in the colleges in Devon. I must warn that the figures in the horizontal columns do not relate to each other - the Burnham Group No. is based on student hours in 1973-74; the next two columns relate to estimates for September 1975, the student enrolments are as at November 1974, and with the percentage of advanced level work we're back to student hours in 1973-74.

colleges of FE

We have five colleges of further education, although to bracket them together under a generic heading is to do them an injustice, because of course they're all different. East Devon College of Further Education at Tiverton is the smallest and is acutely conscious of its much larger neighbouring college at Exeter, only 14 miles away. Although, East Devon College serves a large catchment area, Tiverton can hardly be described as a major industrial centre, and communications between the college and some of the outlying parts of its catchment area are not good. The college is of particular interest because of its modular grid system of timetabling which gives a very wide range of subject choice for its students, and because the secondary modern school on its doorstep is being reorganised as an 11-18 comprehensive school, necessitating the development of a campus policy under which school and college will share certain accommodation and facilities, rationalise the location of courses and to some extent share staff expertise. Admission to school and college at 16, could, I suspect, pose some problems. The college has permanent accommodation for just over half its present student numbers; the others are housed in temporary classrooms and in annexes in the town. It offers OND courses in Business Studies, Engineering, and Technology; would like to develop a specialism in secretarial, para-medical and social services courses; and as an interesting sideline it offers to prepare students for the International Baccalaureate.

The next two colleges in the table, North Devon and Exeter, are tertiary colleges providing sixth form education for feeder secondary schools as well as traditional technical college courses. Some of the points of contrast between the two colleges are evident from the figures in the table. Exeter College is almost twice the size of North Devon and has a much larger proportion of

TABLE 1 FE III PROVISION - DEVON COUNTY COUNCIL

College	Post-Houghton Burnham Group No.	Est. Sept. 1975 FTE teachers	Est. Sept. 1975 FTF teachers	Student enrolments November 1974 FT	Sand.	P.T Day & Even. & B/R	Even. only	Percentage of work at advanced level [1]	Completion most recent major building
1. Devon College of Further Education	4	81	733	594	23	457	963	3	1972
2. North Devon College	5	136	1243	745	-	1177	1043	3	1975
3. Exeter College	6	246	2302	1275	208	1989	1573	7	1974
4. South Devon Technical College	7	250	2343	1188	65	1412	2914	16	1971
5. Plymouth College of Further Education	7	286	2660	1108	178	3719	165\	8	Current
6. Bicton College of Agriculture	-	40	255	78	-	784	-	Nil	1972
7. Exeter College of Art and Design	3	59	343	208	-	175	134	61 [2]	1973
8. Plymouth College of Art and Design	3	60	420	226	-	655	459	13	1973
9. Rolle College of Education	7?	93	921	1153		-		?	1969
10. Plymouth Polytechnic	8/9	333 (+51)	2450		423	402	98	93	Current

(College of St. Mark and St. John - C of E College of Education working in association with Plymouth Polytechnic.
Dartington College of Arts - an independent college which will become "assisted" in September, 1975).

1 Based on student hours, 1973-74 2 Now about 80%

advanced level work. It also has a larger proportion of students over the age of 19. Nevertheless, both provide for a student population mainly in the 16 to 19 age range following courses mainly up to OND/'A' level standard. Of the 750 students at North Devon attending full-time courses in 1974-75, 260 were on 'A' level courses and 100 on 'O' level courses - ie just about 50% were taking GCE subjects; the rest were attending courses in Art and Design, Business Studies, Secretarial Subjects, Pre-Nursing, Catering, Hotel Reception, Hairdressing and Technology. Of the 1,375 full-time students at Exeter College, 550 were attending 'A' level courses and 250 'O' level - ie 58% of the full-time students; the rest were pursuing courses in Business Studies, Secretarial and Clerical Subjects, Building, Technology, Engineering, Catering, Hotel Reception, Hairdressing, and Pre-Nursing. There is, I think, a difference in the ethos of the two colleges; Exeter in traditional technical college fashion emphasizes the self-discipline and proper use of freedom that should come with near maturity - students there are allowed off the premises if they do not have a class time-tabled; North Devon, nearer to the school situation, requires students to carry a personal time-table about with them, which may be checked by a member of staff, and students are not allowed off the premises during the day.

Both Colleges have been eager to prove their academic respectability and have done so convincingly. Formal arrangements exist both in Barnstaple and Exeter for liaison with contributory schools on curriculum matters and there has been short-term exchange of teachers between schools and colleges.

North Devon College is in the fortunate position of having no accommodation deficiencies, and in September it begins to use its impressive new Creative Arts Centre, a marvellous theatre/drama studio with workshop and green rooms, music rooms of different sizes, group and individual practice rooms for instrumentalists and art studios and photographic facilities for the former Bideford School of Art. Exeter College, with its multi-storey block on its cramped city centre site, is less fortunate and has to make use of extensive annexes. Some of them have attractive sounding names like Belmont Park and Friars Walk, but the reality belies the name. Exeter College is interested in decisions which may be taken about the future of the two direct grant schools in Exeter.

The fourth college in the table is the South Devon Technical College at Torquay. South Devon Technical College is the only one of the five further education colleges to have an HND course in Hotel and Catering Administration. Indeed, although it serves as an area college for South Devon, it provides courses - for careers officers, nursery nurses, bilingual secretaries and foreign administrators and in hotel and catering and art and design - which recruit students regionally, nationally and from abroad. Although something similar could be said about most of the colleges, South Devon has twice as much advanced level work as any of the others. It has accommodation deficiencies but is concentrated on one site and has made good use of old houses on its periphery when these have come on the market.

Perhaps it would be unkind of me to describe Plymouth College of Further Education as the rump that was left behind when most of its advanced level work was hived off to create the Polytechnic but it would, I think, be factual.

It's the largest of our FE colleges and has the dubious distinction of having the largest number of annexes - until recently it was about 30 - in fact, it was all annexes - but now they're down to 15. Being situated where it is, it's not surprising that it should be well known for its nautical courses. It has a range of ONDs and an HNC in Building.

college of agriculture

Next on the list is Bicton College of Agriculture. Well, what is there to be said about a college providing the General Certificate course in Agriculture, together with block release and day release courses in agriculture and horticulture, situated with its farm in beautiful countryside between Exmouth and Sidmouth - except that if you can find it it's a delightful place to visit. My colleague, Mr Barnes, tells me it's the one college where he could fairly confidently attend a governors' meeting without having spent hours beforehand briefing himself. The Principal is the County Adviser in Agriculture and the college does a lot of extra-mural work including mounting courses in other colleges - as far away, even, as North Devon.

colleges of art

We have two Colleges of Art and Design. The one in Exeter is constantly reminding me - quite unnecessarily - that it is an establishment of higher education, having degree courses in fine art and in graphics and a joint degree in Art and English with Exeter University; but it is also an area college providing a number of vocational courses in printing, a foundation course and non-vocational classes. Its new buildings are fine, its old annexes leave much to be desired.

Plymouth College of Art is very much an area college with a foundation course, vocational courses in Printing, Photography, Graphic Design, Fashion and Signwork and Industrial Finishing and non-vocational work, but it does have some specialist courses like that in Audio-Visual Techniques in Education with a national recruitment - though a small one! Most of its courses are housed in fine new buildings, though they sit uncomfortably adjacent to the Polytechnic campus.

ges of education

Now we come to the Colleges of Education: although there are 3 within the County, Rolle is the only LEA maintained one. It is delightfully situated (geographically, but badly placed strategically!) out on a limb at Exmouth. The other two are voluntary C of E colleges - St. Luke's in Exeter and St. Mark and St. John in Plymouth. Rolle has modern college buildings and many of the student residences have been adapted from gracious private houses in what an estate agent would describe as a very desirable area of the town. It specialises in nursery and primary school training, has Certificate, B.Ed. and post-graduate courses and has been increasingly developing its in-service training role.

polytechnic

And finally, the Polytechnic. As Polytechnics go, Plymouth's is still an infant, but it has doting parents and a rich (?) aunt and uncle at the DES who have approved a major building project to be started there this year which will bring the number of student places up to 3,000, and who have encouraged us to think in terms of expansion to 4,000 by 1983 and 5,000 ultimately. It is critically short of student residences and we hope to be able to start to remedy this in the 1976-77 programme year. Of the 2,450 FTE student enrolments

shown on the table, only 240 represent part-time students, and until larger scale industrial and commercial enterprises are attacted to Plymouth the Polytechnic is cautious about forecasting any significant growth in part-time enrolments. On the other hand it is interesting to note the relatively high proportion of young people who attend the Polytechnic from the South West: the Poly's estimate is that they make up some 40% of the total student population. Some of the specialist courses, however, in Communications Engineering, Environmental Sciences, Maritime Studies and Fishery Science attract a wide national and even international recruitment. At present about 9% of the students come from overseas but their numbers are expected - lucratively - to grow. In this International Women's Year and the year of the Sex Discrimination Bill, it is interesting to note that if the student enrolment figures for November 1974 were split into male and female, we should find an almost equal proportion in each of the colleges of further education, but at the Polytechnic 352 women were being pursued by 1,724 men.

St. Mark & St. John - Dartington

I will say little about the two colleges mentioned at the bottom of the table because they will no doubt be discussed later. St. Mark and St. John in Plymouth is a college of about 750 students which apropos of Circular 7/73 has formed an association with the Polytechnic - it sounds indecent but we hope it may ultimately result in marriage: Dartington College of Arts has basically provided two year courses in Music, Theatre and Art leading to College Diplomas which have a national currency, and most of the Diplomats have proceeded to Rolle College for a third year to study for the Certificate in Education. In September, subject to final DES approval, Dartington will become "assisted"; and while this will cost the Authority little or northing - to be more precise, no more than it will cost all other LEAs - it will have the effect of bringing a distinguished private college into the public sector.

variety

I hope I have said enough - and not too much - to give some impression of the variety of establishments of further and higher education which makes Devon's provision so comprehensive and - in my opinion - so fascinating. Now, very briefly, I promise, I want to indicate how this somewhat superficial impression of variety is reinforced when one looks more closely. Mr Day pointed out that these colleges were established by four different Authorities and so you will readily appreciate that the new County has inherited a variety of policies and practices in relation to almost every aspect of college organisation and administration: instruments and articles of government were differently conceived - some colleges have decision making academic boards, one other has only recently established an advisory council: governing bodies have been clerked variously by a representative of the Chief Education Officer, the SAO of the College, and an Area Education Officer: methods of calculating college establishments have varied considerably, the only consistency being the way the Authority has recently been forced to ignore them; the calculation of Burnham grades of posts in Plymouth has been based on student hours (using percentage ratios which, for A2 and C level work have been outside the terms of the Burnham Report), in the rest of Devon the calculation has been based on teacher class contact hours and using different ratios; salaries of Principals and Vice-Principals have been assessed differently - in Plymouth, on a strictly pro rata basis to the unit total; in the rest of Devon according to bands within the unit total ranges; the weekly maximum class contact requirement has varied

among colleges - at least, according to the ATTI - from 20 to 24 for Lecturers Grade I, from 18 to 20 for Lecturers Grade II, and from 14 to 18 for Senior Lecturers, and at one college all staff are committed to 22 hours class contact with remission being granted for administrative and other non-teaching duties but largely unrelated to Grade of post; class contact remission ranges from 1.5% of the total available hours of full-time teaching at one college to just under 7% at another (and no one knows what it is at the Polytechnic!); regulations about payment for additional teaching duties are infinitely varied and variable. There is as yet no standard County policy on a number of other matters including grants to students unions, levels of provision for in-service training, the mounting of link courses, and the creation, extra-establishment, of college officer posts.

standardisation

It is a nice question how far standardisation should be pursued, but County policies there must be on many matters; and to this end amongst others we have established planning mechanisms which include Working Parties of Heads of Departments; regular meetings between Principals and officers; a Teachers' Consultative Committee which includes an ATTI representative; and a termly meeting of LEA Members and officers with representatives of the Devon Area Students' Association; ad hoc meetings between Members, officers and ATTI representatives are readily arranged on specific matters of concern. Finally, of course, the Further Education Sub-Committee of the Council considers all policy matters relating to Further and Higher Education, including the major and minor building programmes."

Discussion Arising

A participant asked how the administration of FE colleges fitted into the general pattern of area administration in the Authority. Mr Holden explained that matters of policy were dealt with at County Hall, while day-to-day administration were dealt with by area education officers, who, incidentally, had the right to attend meetings of college governors.

Did tertiary colleges come under FE or schools regulations? Mr Holden replied that they were under FE regulations. Nevertheless, he was sure that when they were set up there was a desire to retain the welfare and extra-curricular aspects of school life. This did not present any particular difficulties at County Hall, for example school meals and travel provision were safeguarded. The problems which did exist were connected more with the adjustment of staff moving from the atmosphere of a small sixth form to a large institution with a different ethos. Some people were initially sensitive about the possibility that priority would be given to those youngsters who would normally have gone into the sixth form of a grammar school, but while the new institutions were anxious to prove their academic respectability, Mr Holden doubted that any injustice was done to the less academic students.

On the issue of financial cuts, Mr Day said that these were certain to affect education - there was no reason why the other local authority services should be expected to support education. He thought the new situation would be one

of no growth, but he hoped it would be no worse than this. While non-viable courses might have to be cut, he hoped that thriving ones would survive.

B H Laister, Deputy Chief Education Officer

PLANNING, ADMINISTRATION AND FINANCE

"The County Council is committed to a form of corporate planning and management - although not a particularly extreme form. Other departments closely involved with education include: Treasurer; Architect, Estates; Personnel and Management Services; County Secretary and Supplies.

The education department functions through four administrative area offices and county headquarters. The bulk of college administration is at County Hall level, although for schools it is at area level.

Area functions include student awards; adult education; youth service; salary assessments; appointments; maintenance and minor improvements of buildings.

Headquarters functions include: policy matters; course approvals; staffing establishment (with PMSU for non-teaching staff); committee work; financial estimates and control (with County Treasurer); liaison with governing bodies; building programmes, conditions of service and Burnham discretionary policies.

College functions are as defined by the Articles of Government and subject to financial regulations. The individual strength and functions of administrative staff within colleges varies according to the size, status and character of each college. Clerkship of the governing bodies is a college responsibility in the Polytechnic, college of education and certain colleges of FE, although the two tertiary colleges are clerked from headquarters because of their links with the school system.

The staffing of the FE branch at HQ (below the level of CEO and Deputy CEO) is as follows:

1 Assistant Education Officer
2 Senior Administrative Officer (FE) (P.O.Grade) - technical colleges; college of agriculture; clerkship to governors; student awards (policy).
3 Senior Administrative Officer (HE) (P.O. Grade) - polytechnic; colleges of education (7/73); colleges of art and design; clerkship to governors; Dartington.
4 Senior Adviser (Soulbury) - adult education, youth and community work.
5 Director, Adult Literacy Programme - one year appointment funded by project.
6 Administrative Officer (SO 1/2) - adult education, youth and community service; grants, including sports, arts, community centres, etc.
7 Administrative Officer (SO 1) - college administration; statistics, building programmes.
8 Administrator (AP 5) - student awards (policy and interpretation of regulations); County Awards Panel.
9-11 Support Staff (3) (AP/Clerical Grades) - in support of senior officers team.

Planning is a complex process within a large LEA involving many partners either directly or in a consultative capacity. These include: the Authority (officers and committees); the colleges (principals, academic boards, governors and advisory committees); the DES (for approval of capital programmes and development plans of higher education); HM Inspectorate (for general and specialist advice); Regional Advisory Council (approval of advanced courses, recommendations about fees, payments, forum for exchange of information); the Teacher Associations (primarily ATTI/ATCDE but also through Joint Consultative Committee); the Principals (as a group meeting with LEA or as a separate association); Heads of Departments (as groups meeting to discuss course provision).

Some of the main areas for planning, consultation and decision making are: standardisation between the four former authorities; courses and development (eg tertiary colleges); student numbers and forecast, size of colleges; building programmes; levels of teacher staffing and non-teaching staff; Burnham implications and conditions of service; submission and implementation of plans for higher education under Circular 7/73; priorities within financial constraints; and allocation of resources for FE/HE as compared with other sectors.

Financial planning includes the preparation of annual estimates for revenue, capital and manpower; jointly undertaken with the County Treasurer and also the Personnel and Architect's departments; review of needs and expenditure control."

Discussion Arising

Mr Laister was asked why there were no further education advisers in the county. He replied that there were 32 advisers in the county, and unofficially they did cover further education. Although most of them had schools or college of education experience they were not discouraged from dealing with the colleges of FE. However, the colleges themselves had experts in adult education and it would be a duplication of effort to provide advisors in every subject which colleges taught. Colleges could use the advisory services of the HMI, and this seemed to be a satisfactory system. Mr Laister was then asked who supervised the probationary year of new lecturers if there were no advisers. He replied that this was handled by the colleges themselves. In the old authorities they had been invited to make use of the schools probationary activities but none had taken up the invitation.

On the issue of budgeting, Mr Day commented that the target budgeting system introduced a note of realism. If colleges were able to determine their own priorities they took a sensible attitude and did not ask for resources for items which were obviously unlikely to be granted. Replying to a query concerning whether the colleges all had the same percentage growth rate, Mr Laister explained that the programme area committees decided the percentage

growth of various colleges, and it varied considerably in different institutions. For example, the average growth rate was at present 3.2% for education, but within this the polytechnic's growth rate was 9%. At present growth rates were determined to a great extent by inescapable commitments which already existed. Mr Dummett added that the process was in fact more difficult in times of stringency because decisions then had to be made about priorities in terms of developments.

How extensive were their colleges powers of virement? Mr Dummett explained that their Articles closely followed Circular 7/70, for example in one college there were six main headings.

Was there any restriction upon the colleges' catchment areas? Mr Day replied that there was not. This was based entirely upon tradition and geography.

D R Baker, Head of Personnel Services

THE ROLE OF PERSONNEL AND MANAGEMENT SERVICES IN COLLEGE OF FURTHER AND HIGHER EDUCATION

"Contrary to the Bains approach, personnel and management services have been combined in Devon. Broadly, personnel deals with staffing levels, salary levels, conditions of service, industrial relations, and discipline and grievance procedures for non-teaching staff. Our management services function is to carry out 'field investigations for method study and work measurement in its own right and in support of the personnel functions.

The role is perhaps one of reconciling the conflict between the colleges' desire for independence combined with their current development aims and our own duty to preserve proper staffing levels, uniform conditions of service and career opportunities for staff. We hope we have achieved at least some credibility with colleges in fulfilling our role fairly and openly and dealing with staff requirements both on an ad hoc basis and regularly in estimate preparation. Generally our method is that the development of the college establishment is agreed for the coming year in advance, individual grading and promotion matters being dealt with as they arise. With regard to the polytechnic, there are more regular consultations with the college administration. This is not only on account of the size and variety of the non-teaching establishment but as a residual practice found necessary in order to rationalise the differences in practice between the authorities existing before local authority reorganisation.

Our role was succinctly described by one Principal as "cynical obstructionists". I admit to some cynicism and even some obstruction, but I prefer to think of our function as being moderators."

ACADEMIC BOARDS

"When Circular 7/70 emerged from the DES in April 1970 the scene in Devon comprised 4 LEAs.

Plymouth had a Polytechnic, a College of Further Education, a College of Domestic Subjects and a College of Art and Design.

Exeter had a College of Further Education which was also the VIth form provision for the City, and a College of Art and Design.

Torbay had within its boundaries the South Devon Technical College for which it had a joint responsibility with the County Authority through the medium of a Joint Education Committee. In fact this Joint Committee was never implemented - it was overtaken by Local Government Reorganisation, but it served as a very useful basis for joint co-operation in the administration by the 2 Authorities for this establishment.

Then there was the old County which had a College of Education, a College of Agriculture, and two Colleges of Further Education, in addition to its role for South Devon Technical College.

Each Authority proceeded to produce Instruments and Articles of Government for their own establishments, and these, although modelled largely on the advice given in Circular 7/70, inevitably reflected the approach of the particular Authority concerned.

The Instruments of Government, which among other things define the membership of the governing body, were reviewed just prior to Local Government Reorganisation in 1974 to take account of changes in local authorities.

The Articles of Government, which deal with the conduct of the establishment itself, have not yet been reviewed, although my colleague, the County Secretary, will probably assure us that this is already well in hand.

Against the different background of development it is perhaps not unexpected that the provision made is not the same for each college. Broadly speaking, however, the Articles for each establishment make it clear that decisions on the general educational character of the college are a matter for the Authority, with provision for discussion with governors, etc. The governors have responsibility for the general oversight of the colleges. The Principal has responsibility for the internal and management of the college, with supervision of staff.

Provision is made in some colleges for the establishment of an Academic Board, which has certain defined functions on academic matters. In the College of Agriculture there is a Board of Studies which performs a similar function.

In the Plymouth colleges there is a requirement for the teaching staff to be consulted regularly on the organisation and regulations of the academic work. This has led to the creation of Academic Advisory Councils.

Apart from the Polytechnic, and the Exeter College of Art and Design for which the Chief Administrative Officer was appointed to act as Clerk to Governors, the Chief Education Officer or the Director of Education was nominated as Clerk to Governors.

Following Local Government Reorganisation arrangements were made for the Senior Administrative Officer at the College of Education to act as Clerk, and in the past year the SAOs at Plymouth College of Further Education and South Devon Technical College have been appointed. For the other colleges the Clerkship is undertaken by the Chief Education Officer - and in fact my colleague Mr Richards and I perform this function for the remaining 5 colleges.

For the mathematicians present, who might have deduced that before 1974 there were 11 colleges, and I have now accounted for only 10, let me say that there has been a merger at Plymouth of the College of Further Education and the College of Domestic Science.

The FE Officers of the Authority are therefore involved with the Clerkship of some Governing Bodies. In addition the Further Education Officers attend Governing Body meetings as the representative of the Chief Education Officer. For some governing bodies, therefore, the Further Education Officer has two roles - that of Clerk to the Governors, and that of Chief Education Officer. Occasionally the two roles can require a different approach to a problem.

There are usually recognised arrangements for prior consultation between colleges and the Further Education Officers on the preparation of agenda and matters for discussion. This has, in my view, been a very valuable contribution to the smooth running of most meetings. It has enabled college management and governing bodies to be aware of the Authority's policy in various matters, to bring them up to date on discussions within the Authority, and even at times to explain, or to attempt to explain, why a proposal from a college has not been approved by committee.

Governors do not have unlimited powers. Their terms of action are set out in detail in the Articles. Generally they may act within the approved budget for the college, and the County Council's Financial Regulations. The preparation of the college budget, and the attendant discussions at officer level between college staff, FE Officers and the County Treasurer is in my view one of the best ways of obtaining an overall view of the college, its role, its aims for the future. Although it is not often - in fact it is seldom - that college proposals can be accepted at that stage in their entirety, there is nevertheless a measure of agreement and understanding as to what is reasonable for the college to expect to be given in the light of the prevailing financial situation. It is a sad fact, but nevertheless true, that in recent years there has always been a 'prevailing financial situation'.

The Authority's Further Education Sub-Committee has made it a policy to hold a meeting at each of the Further Education establishments, and so far five such visits have been paid. This has enabled members to see the college buildings, to obtain at first hand impressions of what the needs might be for future accommodation, to attempt to gauge the atmosphere, and to see the students and staff.

Perhaps as important has been the opportunity for college staff and students to see the members and to know that they are interested in what is happening in the colleges. During these visits the opportunity has been taken to see that the Chairman of Governors and perhaps Chairman of Sub-Committees of Governors, are invited to the luncheon, and these links have been very much appreciated by governors. Some of the Further Education Sub-Committee members are of course also members of the governing body for the college concerned.

Most Governing Bodies have established Sub-Committees with an area of responsibility - staffing, estimates, buildings and grounds. These meet usually between the termly meetings of the Governing Body, and their reports come to the Governors for approval. The involvement of the Authority's officers at Sub-Committee level adds to the partnership between college and Authority.

Overall one has the impression from County Hall of this partnership between the elected members, the college governors and staff, and the Authority's staff, including provision for the attendance at meetings of the Area Education Officer, although by and large the administration of the FE service is a Headquarters function."

P Jenkinson,
sistant Solicitor,
County Hall,
Exeter.

Following Mr Barnes' paper, Mr Jenkinson added a number of points:

"Not only are we one of the largest education authorities in the country but we operate because of our size on a unique area administration basis. As part of this system on the Committee side there are four area education advisory committees. The Local Government Act 1972 provides that such committees may be advisory only. Recommendations to the Education Committee both from such advisory committees and elsewhere are channelled through several sub-committees, as previously mentioned by the Chairman, which roughly correspond with the various programme areas. Hence we have a Schools Sub-Committee, a Further Education Sub-Committee, etc. On the Departmental side, all departments except the County Treasurer have Area Offices. The Area Secretaries deal with day to day matters (for example, the completion of a lease of a computer for a College) whereas the County Secretary is concerned with policy matters and those matters which affect all Colleges. As an example, reorganisation necessitated a revision of the Instruments of Government for all Colleges but it is clear that a revision of the Articles of Government is highly desirable to secure uniformity of approach. In most of our Articles of Government a Principal is responsible to his Governors for internal management. In others, the phrase "to his Governors" is omitted giving rise to the question of whether the Principal is supremo within his own institution."

Finally, Mr Jenkinson stressed the importance of the elected member and the education officer who was link man with the College. It would be impracticable to have a representative of each College attending Committee meetings. The Members therefore had a role to play firstly by association with Colleges as Governors and secondly by visiting the Colleges as practised by the Further

Education Sub-Committee. In this way, they could explain to Committee a College's needs and vice versa explain to the College the reasons for the Committee's decisions.

Discussion Arising.

The next discussion session focussed upon the governing body. (See Table II). First, a participant asked why there were no student representatives on the governing body at the college of agriculture. Mr Day replied that Bicton did have students acting as advisors to the governing body. This was thought more appropriate as the students courses lasted only one year. Then he was asked whether FE staff served as Governors or Managers of schools. He replied that a few did, but the general policy was to avoid having too many professional educationalists on the governing bodies, for they offered the opportunity to form links with a variety of other people in the community.

In what ways could specialist local interests be represented upon the governing bodies of the colleges? Mr Day replied that they could participate in two ways, either by serving on advisory committees or being co-opted from advisory committees on to the governing body, when they had proved their worth.

If the Senior Administrative Officers now acted as clerks to the Governors, was their salary level commensurate with this new responsibility? Members were assured that a review of salary grading had taken place to match the new responsibilities.

R R V Richards, Senior Administrative Officer (Higher Education)

DEVELOPMENT AND FUTURE PATTERN OF PROVISION FOR FURTHER AND HIGHER EDUCATION IN DEVON

Circular 7/73 - The Interim Report

"One of the requirements of Circular 7/73 was that LEAs should submit an interim plan. While, at that point in time, there were still four authorities, they agreed to submit only two plans, and later Plymouth, which submitted one of these, agreed to go along with the scheme submitted by Devon County.

The plan took note of the existing situation. Five institutions were concerned with teacher training: Rolle (860 students) under Devon LEA; St. Luke's (1300), voluntary C of E; St. Mark and St. John (750), voluntary C of E, Dartington College of Arts, which had close links with Rolle; and Plymouth Polytechnic, which had a Development Plan already approved by the DES envisaging eventual expansion to 5000 FTE students. The first three colleges of education were all linked to Exeter University Department of Education. There were two colleges of art at Exeter and Plymouth, both housed in new buildings plus annexes. Then there were a number of FE colleges, most with a small but valued commitment to higher education, and finally, there was Seale Hayne Agricultural College,

TABLE II COMPOSITION OF GOVERNING BODIES AND HE COLLEGES 1975

	Plymouth Polytechnic	Rolle College of Education	Bicton College of Agriculture	East Devon College of Further Education	Exeter College	Exeter College of Art and Design	North Devon College	Plymouth College of Art and Design	Plymouth College of Further Education	South Devon Technical College
Governors										
LEAs										
Devon	7	6	8	6	8	7	6	6	6	8
Others	1	2	2					1	1	
District Councils	2	2	2	3	5	2	4	2	5	4
College Staff	10	4	3	3	4	3	4	3	5	4
Local Teachers	2		2	2	2	1	2	1	1	2
University	2	4		1	1	1	2			1
Students	3	2		2	2	2	2	1	2	2
Co-opted	10	6	6	6	8	7	9	10	10	8
Others	1	1	4					1	1	
Total	38	27	27	23	30	23	29	25	31	29

an independent college grant-aided by the DES with a DMS link to the Polytechnic.

Original Thinking

Early planning was based on the following ideas. First, a substantial amount of diversification at St. Mark and St. John facilitated by a close association with the Polytechnic. Two facts were judged to be important - the absence of an education department at the Polytechnic and St. Mark and St. John's considerable experience of degree work. The second idea was for a merger or at least substantial co-operation between Rolle and St. Luke's (11 miles apart) leading to effective diversification. There was a slight snag in that there was already talk of merger between St. Luke's and Exeter University with the result, if it occurred, that Rolle might have been left isolated. Thirdly, there was the idea of preserving close links between Dartington and Rolle while developing links with the Polytechnic and the Exeter College of Art and Design. Fourthly, continued support could be given to the Polytechnic's development plan provided it could be incorporated in a sensible overall scheme. Fifthly, art education throughout the county could be rationalised. This would affect the colleges of art and design, and the art departments of North Devon College and South Devon Technical College. Finally, there could be some expansion of advanced work in the larger FE colleges, probably with the Polytechnic as a focal point. A considerable amount of discussion and consultation took place along these lines.

DES reply to Interim Plan

The DES reply to the interim plan was received at the end of July 1974. By this time we had been able to follow up the interim plan with news of the developing relationship between the Polytechnic and St. Mark and St. John. The DES welcomed progress in Plymouth; suggested a teacher training target of 1600-1850 places (this was about a 40% reduction but is now of historical interest only); recognised Rolle as a particular problem because of difficulties of diversification with under 1000 student places; and suggested the transfer of the Camborne Outpost from St. Luke's to St. Mark and St. John (about 80 places involved).

More Recent Developments

1 Polytechnic and St. Mark and St. John It was clear that the final plan would not be completed for some time, the major uncertainty being the situation of St. Luke's and Rolle. We felt there was a need for speed in West Devon because the relationship between the Polytechnic and St. Mark and St. John was developing in a promising way; two new degree proposals, prepared jointly were ready for submission; and circular 6/74 required the future of an institution to be assured before new courses could be approved. Eventually all consultations were completed. A section of the final plan dealing with the Polytechnic and St. Mark and St. John was submitted separately. DES approval was given and

degrees were approved by the RCFE. The West Devon situation was therefore agreed and the following has happened; a Joint Council has been set up under the chairmanship of Sir Ronald Gould; the association between the Polytechnic and St. Mark and St. John is not a marriage - more an engagement - while many problems remain, they seem capable of solution; the Polytechnic development plan has been up-dated. DES approval has been given for 4000 FTE and perhaps 5000 at a later date.

2 St. Luke's and Rolle The merger between St. Luke's and Rolle has been agreed, although the problem of Rolle being a free-standing institution remains. St. Luke's took only 300 places from the county's quota leaving 1100 places to be shared between Rolle and St. Mark and St. John. After consultations a plan was produced for Rolle based on 600 teacher training places. There have been various proposals for Rolle's diversification eg general degree courses, and 'second chance' adult residential courses. St. Mark and St. John is left with 580 places to take account of the Camborne Outpost.

3 Dartington College of Arts Valuable relationships with Rolle and the LEA are to be preserved (through in-service training and the adult education centre). There has been a proposal, agreed by Trustees and the LEA, that "assisted status" should be given. This gives financial security and brings the college under FE regulations, with implications for fees, mandatory awards for students and so on. The college has launched a music degree (CNAA validation) and has a theatre degree and three Dip HEs (art, music and theatre) awaiting approval. Co-operation with both the Polytechnic and the Exeter College of Art and Design is under discussion. The "assisted status" proposal has been submitted to the DES. A reply is expected shortly and it seems likely that it will be favourable.

4 Colleges of Art Approval in principal has been given by the Education Committee to a merger of the two art colleges to form a Devon College of Art. Exeter has a degree course in fine art, a degree course in art and English run in conjunction with the University. A new degree course in graphics is to start this September. Plymouth is mainly concerned with vocational courses which precludes a merger with the Polytechnic. The two institutions are therefore complementary and will gain greater strength from such a close association. A vast majority of staff of both institutions are enthusiastic. The Council is soon to consider the scene and if it agrees, DES approval will be sought through the medium of the final plan.

Current Situation

Two major issues remain: the question of "assisted status" for Dartington which should soon be resolved and the art college merger. By early autumn it should be possible for the complete plan to be submitted - in the strong position of having already obtained approval for the major elements of it."

Discussion Arising

Following Mr Richard's paper, there was a final discussion session. Initially, attention was focussed upon clarification of some of the points he had discussed and then the debate broadened to deal with a number of other issues which had been raised during the day.

First, Mr Richards was asked whether the Polytechnic and the College of St. Mark and St. John still had their own academic boards. He replied that they had, although a joint academic committee composed of members of both boards had also been set up.

Had the DES exerted any pressure on the Authority to create links for Rolle with any other institution? Mr Richards explained that the DES had welcomed the original plan for links between Rolle and the Polytechnic. With regard to diversification, which the staff at Rolle had desired, the DES had not been very enthusiastic. He thought a possible future for Rolle might be in the expansion of in-service training.

How was it possible for a voluntary college to be linked with a Polytechnic with the intention that they should eventually become one institution? Mr Day and Mr Laister both agreed that this was a difficult problem. Mr Laister added that St. Luke's College and Exeter University were managing to overcome the difficulties.

Given the need for the Polytechnic to have an art department, and the need for Exeter College of Art and Design to merge with another institution, and do high level work, why did Exeter not merge with the Polytechnic and leave the other college of art and design to merge with the college of FE? Mr Laister replied that the colleges of art had wanted a federation which would strengthen art provision in the area, and felt this was more likely to be achieved by remaining monotechnic. Mr Richards said that they might eventually amalgamate with the Polytechnic, but they would want to do so 'holding hands'.

PROJECT In the light of present trends to identify the relationship between the Local Education Authority and the Colleges of Further Education, and in this context to recommend the type of development planning that the college should propose to its Local Education Authority.

D C Spencer,
ior Staff Tutor,
Coombe Lodge

Introduction to the project

"This conference is interested in the future relationship between the college and the LEA. I would suggest that the sort of scale with which we should be concerned is something like four to seven years - ie not a period so remote that anything might happen, but one sufficiently distant that there are bound to be some novel developments.

The first part of the project demands the preparation of a statement of the present position. It may be that in discussion syndicates will want to form some general picture of the relationship between authorities and colleges, or it may be that they will want to carry out a comparative study of the colleges represented in each group in order to discover the variations in present practice.

Having done this, the syndicates will need to make some forecast of changes which are going to occur which will influence the college over this period of time. One of the factors which will have to be considered is the financial position. Until six or twelve months ago we tended to assume that colleges could grow at what was called their 'natural rate'. Groups will need to decide what kinds of increase or reduction they will need to take into account for planning purposes. They will perhaps also wish to discuss whether educational technology or curriculum development is going to have a significant impact on the institution over this period of time.

In the second part of the project it seems to me that syndicates are being asked to work out what sort of relationships have to emerge between the authority and the college in order for this development to be carried out effectively in the future. I would suggest that whatever form these working relationships take in the way of committees, formal reporting and so on, they need mechanisms to do four things:

1 Determine the aims and objectives of each college - this is not a simple matter to be determined inside the colleges - they concern the main academic, professional and cultural areas of work, levels and volumes of work and perhaps the catchment area.
2 Keep these aims and objectives under review (I would suggest that the review should take place annually).
3 Determine resource allocation.
4 Monitor the performance of each college. The most important matter for

debate is the extent to which we want the LEA to keep an eye on the detail of college operations.

I would suggest that in carrying out this exercise syndicates make three assumptions:

1 That an open-book approach by college Principals is a pre-requisite. We will have to be prepared to tell each other the facts about our institutions.
2 That we are going to have firmly constrained resources. I believe that in the future the LEA will tell the college what resources it can use in each year. This is not to say that there will be no prior debate, but I think that once the resource volume has been determined it will be incredibly difficult to alter it.
3 As the relationship between college and authority will depend to such an extent upon information flow I would suggest that syndicates make an assumption that in future the Principal and Academic Board should have, at his fingertips, data about any course which is provided by the college. Syndicates may wish to discuss whether the Principal or the Academic Board has the right to keep from the local authority information about what is going on in individual courses or whether the authority should have the right to know everything."

Witness Sessions

Two sessions were held during the week with a number of witnesses who visited syndicate groups and helped with their discussions. In the first session Mr Heath, who had already addressed the conference in plenary session, discussed LEA/college relationships from the point of view of an officer of the LEA and Mr Jarvis spoke as an elected member. Mr Albrecht, Staff Tutor at Coombe Lodge, discussed the finance of FE with the syndicates. In the second session, Mr Bennett spoke about Regional Advisory Councils. Mr Dearden discussed college planning in practice. Mr Gifford talked about TEC progress and Mr Watts spoke on college practice and its relationship with the local authority.

A brief summary of some of the main points raised in one syndicate discussion follows:

P D Heath, Assistant Director, Administration & Management

The first issue to be discussed was whether the local authorities were losing all their powers as colleges became more and more responsible for their own affairs. Mr Heath thought that as there was usually such a variety of different types of college within each LEA, and different pressure groups operating within each, the LEA would need to control each in a different way. However, LEAs still retained control over certain key issues. It was quite wrong for an LEA to want to control everything. The days when it did so were gone, and any attempt to recreate them would lead to a weakening of the LEA position.

A member asked Mr Heath whether he thought there were any positive aspects to the restricted budgets to which colleges now had to work. He replied that

there were opportunities for hard, creative thinking, but it would probably take a considerable time for people to realise that there could be advantages in the new situation. It was an opportunity to ask "Can the college keep growing without employing extra staff?" and if a plan could be devised so that it could, then it was in a strong position. For example, a college might decide to cut costs by employing some secretaries for a 40 week year - it would be cheaper, and there was often less work to do outside term time in any case.

A member commented that although the ideal situation was for college and LEA to work together, not against each other, some colleges forced the LEA to take decisions about cutting courses, and so on, because the Principals did not want to take the responsibility and risk becoming unpopular themselves. Another participant added that accommodation problems might be solved if more classes were run on Monday morning and Friday afternoon, when many institutions appeared to be almost empty.

cillor W E Jarvis, Severn Trent Water gement Committee

The syndicate discussed the question of the college/LEA relationship from the point of view of the elected representative with Mr Jarvis, who had a long-standing interest in FE and had held numerous positions concerned with it. First he was asked to what extent, as an elected member, he felt knowledgeable about the FE world as distinct from education in general. He replied that he had trained at a college of FE himself when a Post Office engineer, had served on an adult education committee as a trade union representative and more recently had served on a college governing body as a local authority elected representative. Mr Jarvis then went on to describe the background to the development of governing bodies of colleges in Birmingham. The City had opposed the concept of individual governing bodies for each college in contrast to the trade unions, the employers and the college staff. The reason for the LEA's opposition had been partly due to a belief that not enough people would be found who were willing to serve on governing bodies. Advisory committees had ceased to be influential, were poorly attended and met infrequently and this probably influenced their views.

Speaking of developments since Circular 7/70, Mr Jarvis indicated that an assertive academic board might undermine the governing body, but, in practice, there had not been any major problems. For example, on academic matters they advised the Principal and they had the power of appointment through the Principal. Though they had the right to override the Principal this had not in fact ever occurred. A member commented that friction might have been minimised because there were eight colleges of FE and a Polytechnic each specialising in different areas and levels of work. Mr Jarvis agreed that this helped, but there was also a good intercourse between the Principals of the various colleges and they were often willing to give up courses in the interests of others who might be struggling with falling numbers.

The next issue to be raised was the provision of education for the 16-19 age group. Mr Jarvis said that Birmingham resisted the concept of tertiary colleges. Joint working parties made up of schools sub-committee and FE sub-committee members existed, but the schools did not want to encourage their pupils to leave and go into FE instead of staying on at school and there was opposition

from schools to link courses. In his own opinion, there was no doubt that FE colleges could offer GCE courses more economically because their classes would be larger, and there was no doubt that there were many students opting for FE despite discouragement from their schools because they preferred the more adult atmosphere of the college.

On the question of community education, Mr Jarvis said that this had always been closely linked with schools rather than colleges of FE. Until two years ago it was not even possible to hire college accommodation for community activities. However, the concept of having community activities attached to FE was now beginning to be welcomed.

Finally, on the effect of inflation and the current economic climate, Mr Jarvis said that some big projects would have to be abandoned and that more effective ways of using resources would have to be evolved. On the more optimistic side, some smaller projects might be permitted to go ahead.

A Albrecht, Staff Tutor, Coombe Lodge

Mr Albrecht discussed present methods of control over the finance of FE with the syndicate, summarising his paper "FE Finance" * one of the papers used on all the 'Development of FE' conferences at Coombe Lodge this year.

Speaking of the relationship between central government and local authorities Mr Albrecht first described the responsibilities and problems of central government. There was intense pressure upon limited resources - a need to provide funds for health, social security, law and order, education and defence, to fulfil legitimate needs and aspirations for expansion. The tendency for expenditure to outstrip revenue was increasing - the public sector deficit for the current financial year was about £9,000m. There were many reasons for this, eg expansion, labour intensity, and the fact that expenditure reflected inflation more than increased revenue.

Since 1969 a formalised process had been used which attempted to plan and control and to overcome competition. It consisted of a five year rolling programme to forecast expenditure on present policies for each spending department.

With regard to education, Mr Albrecht said that it was significant that most of the expenditure was incurred by local authorities rather than the DES (86% in 1972-3). However, 12% of the budget was provided by central government which need to control and co-ordinate this expenditure. There were three main ways of doing this at present:

(a) Legislative - through duties laid on local authorities by law - Statutory Instruments, Administrative Memoranda and Circulars
(b) Financial - current expenditure - through the Rate Support Grant
(c) Financial - capital expenditure - direct permission for specific projects and LDS

* Published in The Development of FE - I Coombe Lodge Report Vol 8 No 1 1975

Finally, Mr Albrecht spoke about the Rate Support Grant. He made the crucial point that local authorities do not have revenue raising powers anywhere sufficient to cover the costs of the current services for which they are responsible. Annual negotiations take place in which local authority associations working groups, which cover each sector of local authority responsibility including education, prepare detailed estimates of levels of provision and resulting costs on the basis of existing policies. A long period of negotiation follows: within associations, offices and offices of central government, and in statutory meetings with Ministers.

Discerning current trends, Mr Albrecht noted that next year's rate support grant was likely to be low. Mr Healey's budget speech had referred to the

"unavoidably stringent rate support or grant settlement for 1976-77".

There was, therefore, likely to be a limited planning horizon for local authorities in the near future.

In the syndicate's discussion with Mr Albrecht it was pointed out that the Estimated Relevant Expenditure figure relates to net expenditure. It is the central government's estimate of the amount which the local authorities will have to spend at constant prices to meet their commitments next year, less any income they will receive from sources other than the rates or central government grants. This latter source of income was substantial and included housing rents.

Another issue raised was that the poorer local authorities especially were often put in an invidious position. They were blamed for not providing adequate services, but the fault was not that they lacked the will to improve their levels of provision but that the Rate Support Grant did not compensate them adequately enough for their per capita rateable values. Two points were made in the ensuing discussion. Firstly, in one sense, the problem was likely to become part of a more general one. In the present economic circumstances unless there were major changes in people's attitudes to taxation or the general levels of interest rates, which in themselves might have consequent effects on the rate of economic growth, the rate of increase of public expenditure would have to be held down. Inevitably this would involve making difficult decisions about priorities in the public sector and many desirable improvements would not take place. It would also mean that those responsible for sanctioning expenditure would place an increased emphasis on trying to ensure that public resources, which were provided, were used intensively. Secondly, there was an ongoing debate on the equity of the Rate Support Grant distribution formulae. These were constantly being reviewed and modified, but no set of formulae would be regarded as wholly satisfactory by any one authority, and any major changes subjected rate payers in different areas to sudden and often hard to accept, changes in the rate burden.

D T M Bennett, Director, Regional for Technological cation, London & Home Counties

Mr Bennett spoke of his wish to see Regional Advisory Councils being made more effective bodies in relation to planning. Co-ordination at national level was virtually impossible because of the complexity of the total provision, while at local level indvidual local education authorities often planned

provision with very little regard to what was provided in neighbouring authorities. This made a strong case for better regional co-ordination, especially in relation to full-time and sandwich courses.

The present RACs were voluntary associations of local education authorities with advisory powers and a semi-executive function in relation to advanced course proposals. In order for more effective control to be exercised, Mr Bennett suggested that RACs should have a more positive role in relation to building programmes, and also in advising on the closure of existing courses with consistently weak enrolments.

If RACs were able to comment on LEAs' proposed building programmes as a forum for inter-authority consultation, individual authorities might be assisted in their negotiations with the Department of Education and Science if their proposals had full regional backing.

In making recommendations regarding proposals for new advanced courses, RACs added to existing provision while having no powers to review existing weak courses. This led to a "protectionist" attitude towards existing courses, and RACs should be able to advise on the closure of weak courses which might be preventing stronger developments elsewhere.

One member commented that while there was a good case for close co-ordination in areas with numerous smaller authorities, eg the outer London boroughs, this did not apply to areas containing large county authorities, eg the South-West. Mr Bennett accepted that this might well be the case and said he would be hesitant to interfere with overall planning within a large county area. Nevertheless full-time and sandwich courses had a wide catchment area - in fact a national catchment area with regard to some degree courses - and co-ordination would still be required, although not to the same extent as in metropolitan areas. If RACs were not required in some areas where colleges' proposals had little impact on each other, he asked who would be given the right to decide which these areas were. RACs vary considerably in their functions, and these variations reflected the environment in which they worked.

L E Watts, Principal, Peterlee Technical College

Mr Watts described the relationship between his own college and LEA in terms of some of the points Mr Heath had made in his paper 'The Local Education Authority and the College: A Framework for Reflection'.

First, he spoke of the improved relationship since the implementation, in 1973, of Circular 7/70. Previously, the Local Education Authority had exercised rigid, impersonal control over its (originally six now five) colleges with decisions affecting even the internal organisation and management of the college being taken by the Authority not only without prior consultation with the Principal, but, in many cases, without even the intimation that such decisions were pending.

Now, although there was, still, a strong reliance upon formal structure in the relationship there had been something of an improvement. There was still a majority (thirteen out of twenty-five) of representatives of the Further Education

Sub-Committee serving on the governing body but this figure was much lower than it had been in pre - 7/70 days. The new Chairman and Vice-Chairman of the Further Education Sub-Committee had visited the college and had spent almost two hours discussing with the Principal the work of the college. This visit was looked upon by the college as the expression of the Committee's desire to set a new style in the relationship with the college.

On the role of the Governors, Mr Watts said that, on his appointment as Principal in 1962, the Governors had set the general direction of the college (till then a one department college) as being the development of Engineering, Business Studies and Home Economics, together with the development of the college - in the new town of Peterlee - as a "community" college (even though this particular expression was not yet in vogue). Similarly, after Circular 7/70 the new governors had taken seriously their responsibility for setting the general direction of the college, with the consequence that a report, prepared by the Principal in consultation with staff, had been discussed by the governors in the context of the role of the Further Education College in the full-time education of the 16-19 age group in the light of the re-organisation of secondary education on comprehensive lines. The outcome, co-opting of the Principal on the Working Party considering secondary re-organisation, resulted in a series of reports, verbal and written, to the Chairman of Governors and to the Governors as a whole, detailing the progress made in the discussions of the Working Party and its Sub-Committees.

With regard to the appointment of teaching staff there was a Staffing Committee made up as follows: Chairman and Vice-Chairman of Governors and one other (non-staff) Governor, the Principal and the Heads of Departments concerned. This committee made all the appointments below Senior Lecturer level. Once again it is to be noted that the majority (three out of five) of members rested with the Local Education Authority (The Vice-Chairman is not a member of the Education Committee but was nominated by it).

In the discussion that followed Mr Watts pointed out that despite formal structure that retained Local Education Authority control over the college against the spirit of Circular 7/70, in practice he could not recall any occasion when the views of the Local Education Authority had been unduly pressed upon the governors, and certainly the Staffing Committee gave complete freedom to the Principal and Heads of Departments to urge their points of view which would normally produce a consensus opinion.

Mr Watts welcomed Mr Heath's suggestion that the Chairman of the Governors should be on the education committee of the LEA. He would be able to keep the college informed of LEA views and would improve the Principal's access to the education committee.

On the question raised by Mr Heath,

> "How can the scale of resources, which the college needs in order to function effectively, be decided by some standard acceptable to both sides?",

Mr Watts cited a recent incident. The Principals and Chairman of the Durham

Colleges had been called to a Further Education Sub-Committee meeting at County Hall at which the college estimates - including staff establishment - were to be approved. In the event the Principals and the Chairman were faced with a "fait accompli" in that the estimates were a repetition of the previous year's figures. The Principals objected that their respective governing bodies had had no opportunity even to express a view. The decision has since been made that Principals could discuss future estimates with the County Treasurer, which would then be discussed by the governors before decisions were taken in the Further Education Sub-Committee. Mr Watts pointed out that authoritarian though the action of the Further Education Sub-Committee had been, in practice he had been able, with the full support of the Governors, to advertise for and eventually to have appointed, an additional three members of staff, over and above the establishment recommended by the Treasurer.

In the general discussion surprise was expressed that the semi-autonomous position of the college (as envisaged by Circular 7/70) had not, apparently, been accepted by the Local Education Authority, nor arrived at by the Governors as a whole. Particular exception was taken by conference members not only to the fact that the Clerk to the Governors was, officially, the Director of Education but also to the fact that the Principal had little, if any, influence on the drawing up of the Agenda, had no opportunity of discussing the Agenda or any item on it either with the Director or Chairman in advance of the meeting, and, especially, was only rarely given the opportunity to introduce, as a matter of course, items which were his special concern viz items affecting the internal organisation and management of the college. Mr Watts promised to convey this strength of feeling to all concerned.

E K Gifford, Principal, Matthew Boulton Technical College

Mr Gifford told the syndicate that there had not been much progress made by TEC recently as a result of the effect of the economic crisis upon industry. Firms were too concerned with whether or not they were going to be in business at all next year to think about technician training. At least they were in too precarious a position to feel able to commit themselves to any on-going training programme. Moreover, colleges, too, were reluctant to spare manpower resources for the planning of TEC schemes.

Concerning the course content, Mr Gifford said that within the General Engineering A1 Committee on which he served, there was a vanguard of people concerned to have two streams within TEC - one analytical and the other less so - so that there would effectively be the same division as with the old CGLI and Joint Committee examinations.

There was also a strong drive in many quarters to introduce entry qualifications such as 'O' levels. Mr Gifford's own view was that this would be disastrous. While some TEC courses such as mechanical engineering might require an 'O' level background, others, such as fabrication, certainly did not.

N G Dearden, Assistant Director (Academic), castle-upon-Tyne Polytechnic

Mr Dearden was asked for his views on how inter-college conflict within LEAs over course provision could be resolved. He replied that the development of Polytechnics had meant that such conflict over high level work had gone from a local to a regional level. He saw no reason why sensible agreements could not be reached about course provision at all levels - colleges of education had, after all, done this for years in relation to their own courses. For instance, the DES had decided that initially in Newcastle only one college of education should train business studies teachers, and the decision on which of them should do so was resolved through gentlemanly discussion at ATO level. Another way to create bonds between colleges was for them to share facilities such as libraries. The Polytechnic and Newcastle University had such links. A third way was to second to the LEA professional teachers who could take a break from the colleges to consider policy and procedure from the Authority's point of view.

The discussion then turned to the problems which arose when elected members were not prepared to take the professional advice of officers. Because of this danger, the functions undertaken by the LEA with regard to FE should perhaps become the responsibility of Institutes of Higher Education, consisting of federally linked colleges. Mr Dearden said that he thought the distinction at present drawn between further and higher education would gradually disappear as some colleges of education amalgamated with polytechnics and others joined colleges of FE. Another future development which he thought likely, as well as desirable, was that further and higher education would cease to be a matter for LEA control and would be co-ordinated by appropriate regional bodies.

Mr Dearden then spoke of the RCTEs which would be replacing the ATOs shortly. He thought that it would make sense for them to be linked with a reorganised RAC network. Together, the joint organisation would form a regional co-ordinating system.

Finally, Mr Dearden gave his views on the consultative process in college planning. The initiative lay at different levels according to different colleges' traditions. If the initiative in a college lay with the governing body, then there would be difficulties with regard to the consultative process. He believed that the governing body should give encouragement, sometimes act as a long stop - but never seek to be the dominant body in academic planning. A most important element in successful consultative processes is the existence within the college of its own approved validating machinery, both for the provision of courses and the required resources to support them.

Syndicate Reports

Considering the present position, one syndicate noted that responsibilities and decisions in FE fall into three main areas:

(a) College - course provision and student selection, class sizes, teaching and learning methods, staff development, internal management and the distribution of the college year;

(b) LEA - total budget by estimate headings, staff establishment, financing of

new developments, overall length of the college year, and conditions of service;

(c) Other bodies - eg DES, RAC, RSI, Examining bodies and staff unions.

One syndicate considered the development of college/LEA relationships over the last five years. Since Circular 7/70 was implemented the relationship had become more formalised, standardised, personalised and academic freedom had increased. Colleges acquired a certain amount of administrative independence as the post of Chief Administrative Officer was created, and colleges were able to form wider relationships than those with the LEA and its officers. Since the reorganisation of the local authorities in 1974 there had been changes in the local authority hierarchy which affected education. Education no longer operated in isolation from other departments once corporate management was introduced. FE could be seen as a community tool, making its facilities available wherever they were needed. Since the financial restrictions imposed upon government spending in 1975 there had been a move to develop tighter controls over expenditure, a demand for better information flow between the college and the LEA, a belief that course provision must be rationalised and organised to fit the needs of the community rather than any other criteria, and pressure for improved monitoring of college activities.

In its statement of the present position another syndicate reported that:

(a) "all LEAs operate within the guidelines of Circular 7/70, variously interpreted and implemented in practice

(b) the relationship between the colleges and LEAs is ill-defined and unsatisfactory, partially because of local government reorganisation and partially because LEAs have made no positive statement in response to the requirement in the Articles of Government to determine the role and place of the colleges in the local educational system

(c) colleges submit budgets and LEAs try to meet demands with matching resources: in 'shire' authorities in particular the current 1975/76 budget has been affected by a policy of restraint and retrenchment

(d) few authorities have established comprehensive procedures for monitoring the use of resources by colleges

(e) in the decade 1960-1970 the colleges have benefited from a growth situation with a resultant injection of capital provision of equipment and buildings

(f) the nature of colleges in a state of flux, due to:
  (i) a swing from part time to full time education;
  (ii) diversification into areas of work other than 'technical'
  (iii) the increase in the involvement and participation of staff and students
  (iv) the impact of ROSLA

(g) the colleges still act as an agency for providing 'second chance' as well as an alternative route

(h) there is evidence of an increasing number of 16 year olds exercising their right to choose whether to continue their education at school or in a college of FE."

Considering likely future trends, the syndicate reported that:

(a) "the future relationship between colleges and the LEA will be based upon an

'open book' approach

(b) the economic situation will continue to be one of restraint if not retrenchment in the short to medium term

(c) class/course based data will form the basis for future planning and will be readily accessible to all concerned

(d) planning is being undertaken for the period 1975-1981."

The syndicate then listed the elements which would be essential in future college/LEA relationships:

(a) "In consultation with the colleges the LEA must produce a clear and positive statement determining the character of each college and its place within the local educational system. Provision will be made for review as necessary.

(b) Within clearly defined and agreed parameters a college will have maximum freedom in the use of its global budget subject to a mutually agreed method of data-based build-up and monitoring procedures.

(c) The main monitoring factors will be staff/student ratios and class/course based data. Such information will be available to the LEAs, the Governors, the Academic Board and other colleges within the authority.

(d) Within the restrictions and accountability necessarily imposed by the above statements of policy and budgeting arrangements, colleges will have an increased degree of freedom in their internal affairs and may require radical changes in the internal management structures of colleges.

(e) Each college should draw up, submit to and agree with its LEA a development plan covering the next five years. Such plans should be updated annually.

(f) Governing bodies should be responsible for assessing the needs of the college and converting these into financial terms for negotiation with the LEA. Except in matters of major policy governing bodies would not be expected to involve themselves in the detailed academic work of the college. (See appendix 2).

(g) There should be integral planning for the 16-19 year olds - many vote with their feet for FE. Choice within economic constraints should be encouraged - but duplication should be avoided.

(h) In the light of corporate management within the local authority, information flow to and from the education department, and from it to the colleges, should improve."

Appendix 1: Estimates for Global Finance

This appendix is by way of an elaboration of paragraph 3 (c) above. The basic information leading to a college budget will be agreed course based data by type, level, and year of course and projected numbers of students (the summer before the estimate year). The income from economic or profit-making courses, whether separately identified or not, will be included as part of the budget calculation (preferably by a net budget). Most of the estimated sum, once agreed, will become available at the beginning of the financial year, and a small proportion related to student numbers will become available when they materialise.

About November, the factual outcome of the data put forward for estimates will be made available. At the end of the academic year, that data will be

translated into an agreed calculation of full-time equivalent student hours by level of work.

The student:staff ratio will be determined by the relation between those hours and an agreed calculation of FTE staff hours.

Appendix 2: Internal Management

Governing Body

(a) Membership The total membership should vary between 25 and 35 according to the nature and size of the college. It should comprise:-

25% college academic and non-academic staff and students
25% LEA representatives
25% Industrial and professional representatives
25% Members peculiar to the nature of the college

On balance the syndicate feels that the Principal should be a member of the Governing Body. The CAO should normally act as Clerk.

(b) Terms of Reference

(i) To be responsible for the general direction of the college - taking into account the views of the LEA
(ii) To be responsible for the submission of the annual estimates to the LEA - the detail of which would be considered by a committee of the Governing Body including elected staff reps.
(iii) To ensure that adequate financial procedures exist within the college
(iv) In redrafting the articles of government the LEA will, in consultation with the governors, include those aspects of its standing orders which it deems appropriate
(v) The governors will not be involved in the internal management, organisation, and discipline of the college, nor with detailed academic matters, except where major new developments are proposed.

Minority Report to Appendix 2

The Academic Board should be replaced by a College Council, consisting of academic, non-academic staff and students, with an elected majority. Whilst Heads of Department should not necessarily be members of this body, they should collectively be constituted as a sub-committee. This sub-committee would be responsible for submitting estimates proposals to the College Council, which in other respects would have powers similar to present Academic Boards.

Members

D Bateman	Senior Lecturer, Printing Department, Brunel Technical College, Bristol, Avon
C Beckett	College Administrative Officer, Thurrock Technical College, Grays, Essex
G Bell	Senior Assistant County Education Officer (FE), Essex
J A W Burden	Assistant Education Officer (FE), Sefton
unty Councillor P Cross	Vice-Chairman, North Gwent College of Further Education, Ebbw Vale
Miss G E Dann	Assistant Education Officer, City of Sheffield
R Dennis	Assistant Director, Regional Advisory Council for Technological Education, London & Home Counties
R E Dimes	Vice-Principal, South Devon Technical College, Torquay
nty Councillor A Eagland	Chairman Vocational Education Sub-Committee, Gwent
R W Finlay	Head of Department of Food Technology, Thomas Danby College, Leeds
Dr M K Hargreaves	Head of Department of Chemistry, North East London Polytechnic
A J Hewitt	Further Education Section Head, Trafford
H P Hutchings	Deputy Head of Department of Business Studies, Harrow College of Further Education, London
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J P Marsh	Assistant Education Officer (FE), Shropshire
M Matthews	Professional Assistant, (Adult & FE), Derbyshire
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M J Powell	Depute Principal, Glasgow College of Building & Printing
ouncillor R A Reddington	Governor, Elizabeth Gaskell College of Education, Manchester
J W Sellars	Assistant Divisional Education Officer, Lothian
H Sowerby	Chairman Further Education Sub-Committee, North Tyneside
Mrs I Spry, JP	Governor, Peterlee Technical College, Durham
nty D Trewartha	Professional Assistant (FE), Cumbria
Councillor R Wellington	Vice-Chairman Vocational Education Sub-Committee, Gwent
D V Wheatley	Chief Further Education Officer, Directorate of Educational Services, City of Bradford
Mrs N Whittaker	Lecturer, Mathematics, Cassio College of Education, Watford, Herts.

Visiting Speakers and Witnesses

D T M Bennett	Director, Regional Advisory Council for Technological Education, London and Home Counties

T R P Brighouse	Assistant Education Officer, Association of County Councils
N G Dearden	Assistant Director (Academic), Newcastle-upon-Tyne Polytechnic
E K Gifford	Principal, Matthew Boulton Technical College
P D Heath	Assistant Director, Administration & Management, Wiltshire
Councillor W E Jarvis	Chairman, Severn Trent Water Management Committee
L E Watts	Principal, Peterlee Technical College
P Waddington	Director of Education, Bolton

Conference Staff

E K Gifford	Principal, Matthew Boulton Technical College
A Albrecht	Staff Tutor, Coombe Lodge
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D C Spencer	Senior Staff Tutor, Coombe Lodge

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